FILE

SURVEY

MIDMONTHLY

OCTOBER 1946

CRIME

Thomas C. Desmond · Edward J. Flynn
Elizabeth Fajen · Walter C. Reckless

SOCIAL WORKERS IN ONE WORLD

Lillie M. Peck

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SURVEY MIDMONTHLY

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Apparently, insurance policyholders are to be numbered among those whom crime does not pay. The National Bureau of Casualty and Surety Underwriters credits the 10 to 15 percent rise in residence and outside theft insurance rates to the 14.1 percent increase in daytime and 18.2 percent in nighttime burglaries. Which serves as a reminder that years ago some life insurance companies began to put money and leadership into the development of better public health service in order to reduce the death rate.

We wouldn't want to validate the $18,000,000,000 estimate of the overall annual cost of crime that came across our desk the other day. But $250,000,000 for the administration of criminal justice alone seems reasonably conservative. Put on top of this the cost of local and state police, penal and correctional institutions, private detective service, armored car service, insurance and many other legitimate items, and some pretty fantastic figures would be bound to result.

This issue of *Survey Midmonthly* doesn't pretend to present a balanced symposium on crime prevention. But a reading of these four articles on crime brings conviction that social scientists and social workers know enough about the causes of crime and the treatment of antisocial behavior to make possible a better organized preventive program than most communities boast.

INDOMITABLE PEOPLE

Lillie Peck's casual comment (see page 249) that Dr. René Sand's "time in a Nazi prison as a hostage had not affected his ability to pass from one language to another with the greatest of ease" is but one of her skillfully drawn portrayals of old international social work friends who came together in Brussels during August to plan for the 1948 International Conference of Social Work. The news in her article is that the conference is to be held in the United States. But the vivid description of the personalities and reactions of the representatives from fifteen nations who attended, gives a human feel to the people most involved in war's aftermath such as we hardly have seen matched anywhere—and something, too, of their vitality and courage.

BULL'S EYE

When *Survey Midmonthly* in August 1945 published an article by Elizabeth Janet Gray, "Service to Mental Hospitals," describing the American Friends Service Committee's unit of young women working as attendants at Philadelphia State Hospital, we commented in this column on the habitual ubiquity of Quakers in carrying assistance to the troublespots of the world. . . . Now Miss Gray herself (Mrs. Elizabeth Gray Vining) is providing proof of our editorial perspicacity. The U. S. Department of State announces that she will go to Japan this year as American tutor to Crown Prince Akihito.

For the past year and a half, Mrs. Vining has been on the publicity staff of the AFSC in Philadelphia; but her pen name has been happily known for several years to children, for whom she has written biographies of famous men and many stories, one of which, "Adam of the Road," won the Newberry Award in 1943. She is also the author of "Some Quaker Approaches to the Race Problem." She will teach English to the prince, preparing him to read books from a list specially prepared by the American Library Association for Japanese children, lecture at the peers' school, and have recreational periods for the prince and his sisters in her own home.

"UNEMPLOYABILITY" MYTH

The theory that relief must maintain a "hard core" of unemployables who cannot be expected to attain self-support has been blasted by fact, claims the Pennsylvania Department of Public Assistance. A careful survey in April 1941 of the state's total load of 126,000 cases, classified 50,000 as having no prospect of "employability." But by August 1945, policies of physical rehabilitation, job training, job referrals, and "grubstaking" recipients, in a setting of general labor shortages, had reduced the number of "unemployables" to 18,500. Since then the number has increased to 25,100 but that is still only half the "unemployable" load of 1941.

WASHINGTON NOTES

Tag end of the 79th Congress saw the introduction by Senators Fulbright and Taft of S. 2503, a bill which would set up a federal Department of Health, Education, and Welfare. (See "A Cabinet Post for the Home Front," by Leonard Mayo, *Survey Midmonthly*, August 1945.) Discussion and hearings will be pointed for the 80th Congress.

Meanwhile, Arthur J. Altmeyer, now commissioner for social security instead of chairman of the old Social

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Security Board; Katharine Lenroot, chief of the Children's Bureau; John W. Studebaker, commissioner of education; and Surgeon General Parran of the U. S. Public Health Service, have set up shop under the aegis of the Federal Security Agency, following adoption of President Truman's Reorganization Plan No. 2. Jewell W. Spofford, formerly chairman of the U. S. Employes Compensation Commission, heads a new division of special services. George E. Bigge and Ellen Woodward, both former members of the Social Security Board, respectively occupy staff positions in the new Offices of Federal-State Relations and of Interagency and International Problems.

OLD HOME WEEKS

Enthusiasms of old home weeks, one may predict, will characterize the return this fall of many annual and biennial conventions abandoned or abridged during the war years. September 23 to 27 found 12,000 nurses at Atlantic City attending their first biennial convention since Pearl Harbor. Early October marked the 48th, and first postwar, conference of the American Hospital Association at Philadelphia. Members of the Family Service Association of America will meet in New York October 31 and November 1 and 2 for their biennial conference. November 11 to 14 will see the American Public Health Association and its affiliated groups swarming to Cleveland. American Public Welfare's annual round table meetings will be resumed in Baltimore December 5 to 7. The United Nations Assembly may have to look to its attention-getting laurels!

HONORS

Mark A. McCloskey, director of community education for the New York City board of education, has been awarded the Medal of Merit by President Truman for his wartime services as recreation director and director of community war services in the Federal Security Agency. . . . Michael M. Davis, contributing editor of *Survey Graphic,* has been appointed a member of the Federal Hospital Council, representing consumer interests. (See *Survey Midmonthly,* September 1946, page 231.)

Lieutenant Colonel Charles I. Schottland, now administrator of the Jewish Child Care Association of New York, has been awarded the Order of the White Lion, Fourth Class, by the Czechoslovakian government, in appreciation of his "merits regarding the repatriation of Czechoslovak citizens."

MODERN MP

Speaking feebly for the veterans of World War I, the idea of receiving the ministrations of a social worker disguised as an MP left our head swimming no less violently than the idea of the atomic bomb. But that's the way it was in World War II, at least in the case of Edward J. Flynn. (See page 256). A graduate of the Catholic University School of Social Work, Washington, D. C., he served as a caseworker in the Federal Bureau of Rehabilitation and the District of Columbia Prisoners Aid Society, and also as an interne at the penitentiary at Lorton, Va., before being inducted into the army in September 1941. Assigned to the Corps of Military Police, he went in with the troops at Guadalcanal, on to Bougainville, Leyte, and a total of thirty-nine months in the South Pacific. Released last February, he is now assistant director of the Washington Criminal Justice Association. Reading between the lines, we suspect Captain Flynn finds "adjustment" a pale word to describe what our men were up against in trying to keep out of military trouble.

BAD END

Efforts to bring together in a federated campaign the principal voluntary agencies engaged in foreign relief and service came to a bad end in August. United China Relief, Greek War Relief, American Relief for Czechoslovakia, and numerous others are now organizing separate campaigns for this fall and winter.

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Social Workers in One World

LILLIE M. PECK, secretary of the National Federation of Settlements, tells of the fresh start made at Brussels.

Representatives from fifteen countries participated in the preparatory meeting in Belgium in late August, looking toward a first postwar International Conference of Social Work.

They accepted unanimously an invitation extended by Howard Knight, secretary of our National Conference of Social work, to hold a general conference in the USA in 1948. His motion called, meanwhile, for reconstruction of the executive board, with power to call a preparatory conference (limited in representation and devoted to problems of reconstruction) and to prepare an outline for a permanent form of organization.

Dr. René Sand, former Belgian Minister of Health, under whose chairmanship the Brussels meeting was called, continues as president. Mr. Knight was elected secretary general; and George Haynes, executive of the British Councils of Social Service, treasurer.

These decisions were reached after discussion and grew out of the consensus of opinion. Some of the delegates may have felt that the group moved rather quickly and informally—there was quite a hum when Mr. Knight reminded them that it was just as far from Washington to London and Paris as it was from Paris to Washington and that American social workers had had to save three or four years to attend one of the prewar European conferences. "But here there is nothing to save," came from several quarters. All agreed, however, that they would *like* to come to the USA.

Dr. Sand was, as always, the central figure, and it was good to see him in action. His time in a Nazi prison as a hostage had not affected his ability to pass easily from one language to another, and to preside with such grace and deftness that everyone had a chance to talk and yet the discussion moved toward agreement.

The ten years that have passed since the last International Conference of Social Work have left their mark. Many among those we looked to for leadership in the past were missing. Their names were spoken with great feeling. That of Sir Percy Alden, for one, who was killed by a flying bomb while at his work; Madame Getting, who died in deportation; Monsieur Straus; Madame Droz—all victims of the war.

Several of the original committee were absent but sent greetings to Dr. Alice Masaryk of Prague and Mary van Kleeck of New York, former presidents. Those who took part were so vigorous that one felt some unknown spring had given them strength and vitality to survive the privations and sorrows of war. They were thinner, somewhat shrunk in size, white-haired—but eager and full of hope for a better future.

It Stood the Test

There was repeated testimony that social work had stood the test of fire; that it had not only made its contribution during the war, but was now accepted as an integral part of the body politic—of the very life of the countries. Only how, it was asked, to produce more workers of the same sort, competent to deal with new and difficult problems?

Madame Mulle, whom everyone seemed to know and rejoice to greet, has retired as head of the School of Social Work in Brussels, but the group insisted that she speak. As always, she was incisive and to the point in reporting for the Association of Schools of Social Work. She paid tribute to the spirit of such pioneers as Alice Salomon, honorary president, and to Miss MacAdam, whose book had helped much in raising standards of teaching. Of the French group, M. l'Abbé Viollet kindled many memories. His fiery beard is now white, but his face, thinner of course and older, but serene and alert, is still dominated by the bluest of blue eyes.

But of all the committee, the deputy mayor of Prague, R. Pelantova, called forth most acclaim. When Hitler came in, she had been in charge of getting refugees, both Jewish and Czech, out of the Sudetenland—often secretly. Now she is evacuating Germans who had supported the Nazi regime, to be replaced with Czechs from other countries. Her heart, she says, is torn and one has to steel oneself. "That is the worst that Hitler has done; he has taught men to act contrary to their human feelings."

She spent more than two years in prison: first, in the Gestapo prison in Prague and then, having been sentenced to eight years hard labor by the "People's Court" (*Volksgericht*), in a civil prison in Dresden where she put in twelve hours a day at close and taxing work in a dark room. Her eyes still suffer. She lost a third of her weight but now is back to normal, thanks to "those American packages" and "Aunt UNRRA"; and how gratefully she told of her delight in noodle soup and canned meat.

To her mind, social work in Czechoslovakia is back just where it was a quarter century ago "when we started

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to organize and teach." They have buildings, but little equipment and no personnel. Vivid and eager, she expressed the spirit and ability which will bring that country back to new life in a world quite different from that of twenty-five years ago.

New Faces

There were, of course, many new faces, and young men and women attached to each delegation. As always the French held together and could be seen frequently in a tight little group apparently all talking at once. M. Marcel Martin of the office for *Protection de la Maternité et de l'Enfance,* white-haired and vivid, spoke to each proposition with energy. But it was Mademoiselle Hardouin, general secretary of the French Committee of Social Service, who gave the French report and who, also, at the end of the conference, extended the thanks of the delegates to Dr. Sand as only the French can do—in terms so spirited and elegant that they brought forth applause even among those who did not understand a word that she said.

One young woman, trim in blue uniform and beret—looking as if she might have led the entire Resistance—said that as a social worker in industry she was eager to know how the changes in the organization of labor and management were affecting this branch of social work. She seemed typical of the younger workers as they face new conditions.

The British had an excellent delegation under Mr. Haynes' leadership. Miss M. L. Harford, who is in charge of the exchange of social workers for Britain, expressed the desire of social workers that the International Conference may become a channel for building understanding and cooperation in practical ways. The fact that a good proportion of the British group spoke French well helped greatly in creating an easy and informal atmosphere.

The Dutch delegation of three was led by Baron van Heemstra, president of the Netherland Association of Social Planning, who spoke first in French and then in English in introducing a mimeographed report, distributed in both languages. He expressed the appreciation of his country—first to England for hospitality to their beloved Queen; to Canada for hospitality to the Princess and her children, and then to all America and to other countries for those tokens of brotherhood—spiritual and material—which had been poured out to them in their misery and which had saved literally thousands of lives.

There were new faces among the Swiss and South American delegates (Paraguay and Chile), and from Luxembourg and Australia. Miss Robertson, a Scot, working as observer for the Commonwealth Government in Great Britain, reported on exciting new ventures at home in social security and in community centers. She also told me how they had all loved to have "your Miss [Helen] Hall" in Australia. Denmark, Portugal, and Italy also were represented. One listener at least got a high moment when she thought she heard (in French) that Portugal had a well developed social settlement movement which was making a contribution to life in city neighborhoods. This was confirmed later in terms of eleven such centers.

The Italian delegates reported on Institutes of Social Service—schools or centers of information—two supported by the Catholic Church, one by a Chamber of Commerce, and a fourth by an Association of Business and Professional Women. One of the younger women, looking like a dark-haired Italian Madonna, said that of course you had to enroll in "the party" in order to exist; but you couldn't possibly teach under the system—your conscience would not allow that. Things were very bad in Genoa and you hardly knew where to begin—but it couldn't be as bad as under the Nazis.

Many Viewpoints

A discussion, which should have been recorded on disks, centered around the question as to whether Germans should be invited to the postwar conference. Dr. Sand introduced the subject by noting that Dr. Poligkeit, secretary of the International Conference of Social Work at Frankfurt in 1932, had refused to accept Nazi dictates and had suffered greatly as a result. He is now chief consultant on welfare to the Amercan Military Government. What would be the feeling of the group, asked Dr. Sand, toward inviting him or other German delegates to the next conference?

First came a long and impassioned speech in French to which there was a constant hum of approval and applause. It was translated without passion—merely the statement that if it were left to the speaker's personal feelings, he would never invite the Germans; but as social workers we were pledged by the very purpose of our work to the rehabilitation of individuals and countries. Therefore the question is: Will it help toward the reconstruction of the world to bring in Germans or not?

There were many views expressed: The British seemed most conciliatory, saying that those working in the military government had found that Germans who had resisted or kept outside the Nazi movement were very helpful; but that, on the other hand, their very isolation was a deterrent to reconstruction. Here the Baron van Heemstra interposed that "those Germans who visited Holland had not seemed like social workers to the Dutch." Howard Knight said that in spite of his personal reasons for not wanting them, he looked forward to the time when the Germans will have proved their right to take part by their acceptance of the basic motive of social work; their recognition of the value of the individual, the family, and of the state as servant of the people.

The consensus of opinion seemed to be that future events would influence any decision and that this should be left to the executive board both as to individuals and groups. Much would depend on the relations of the future conference to UNESCO—the United Nations Educational, Scientific and Cultural Organization.

Probably the most rewarding moments came in casual conversations between meetings and, of course, at meals. We were at the *Cité Estudiantine,* the dormitory of the University of Brussels, which is made use of by conferences in vacation time as a hostel. The food was simple, well seasoned and good, fairly ample though carefully apportioned. Belgium is now better off than most countries though prices are high. Delegates tried to restrain themselves, but even the British broke down and showed their pleasure.

"It is a long time since I have seen a piece of ham like this,"—said of a thin sliver of the familiar delicatessen boned variety.

"Can we have as much bread as that?"—all bread is dark and rationed, but in Belgium it is particularly good, and the plate afforded two slices a person.

"You can get beer for 5 francs (12 cents) extra and it's good." In England beer is very thin and bread is limited.

"What did they make your ersatz

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coffee of?" asked Belgium of Holland. "The best of ours was of acorns; but that tea! Any kind of leaves that could be dried and crumpled up—that was the worst."

"No," said Holland to Belgium, "the cocoa bark (shells)—just hot water and a faint aroma of cocoa if your memory and imagination were good."

And oranges!—one apiece for dessert at dinner in Brussels. In other countries, they seemed to be either rationed to children only or non-existent. It seemed too much to witness when Madame Pelantova, beaming like a child, held hers in her hand, just smelling it and saying, "No, I cannot eat it—I take it home."

The war was with us constantly as a backdrop. The repeated mention of great changes and great needs brought it to mind. The American delegation itself was largely recruited from the military governments or UNRRA. The peacemakers, meeting just then in Paris, should have listened to the talk at Brussels of those whose work lay with the end results of war—with the homeless, the ill, the broken. We were told of children who did not know who their parents were until a familiar word unlocked memories which gave clues to whom and where they belonged; of people who wanted to get away from the scenes of their torture—only to find still more unrest and suffering.

In The Netherlands, with everything at hand to make glass except coal, many people are still facing winter behind paper windows. "Nothing is left in our hospitals," they told us, "no blankets, linen, instruments, or even bathroom fixtures." And yet these Hollanders were convinced, as Madame Mulle put it, that social work has a contribution to make toward raising the level of life and of thinking—not only in each country but of all countries together.

Out of Local Governmental Chaos

Get public health administration out of a muleback age, advises MARTHA LUGINBUHL, American Public Health Association.

The feats of the legendary Paul Bunyan, lumberjack of the Minnesota woods, are no more amazing than the complexity of local government in that state. Blue Earth County, for example, is a rural county of southern Minnesota with a population of less than 40,000. A recent study, inspired by the U. S. Bureau of the Budget, found 298 separate units of government—federal, state, and local—functioning in the county and employing nearly 700 persons. Of the total, 155 are local tax levying units. But Blue Earth is no exception in the administrative set-up of Minnesota. Of its eighty-seven counties, all but ten have even smaller populations than Blue Earth, only five are inhabited by more than 50,000 persons, sixty-one by fewer than 25,000. In these eighty-seven counties there are 10,398 units of local government, an average of 120 per county.

Neither is Minnesota unique among the states. Altogether, the forty-eight states have more than 155,000 units of state and local government. Three fourths of these are school districts, but nearly one fourth, totaling more than 38,000 units, are counties, cities, towns, villages, townships, or other subdivisions of local government.

What Wallace Weaver, sociologist of the University of Pennsylvania, has called the "arthritic joints of American local government," perhaps appropriately enough, has recently been the concern of a group of public health administrators. Under the chairmanship of Dr. Haven Emerson, a subcommittee on local health units of the American Public Health Association has cut through the intricacies of local government and shown how public health service for the whole United States could be provided effectively by no more than 1,197 local administrative units.

Streamlining Administration

The fact that a group composed largely of medical men could do this is both a tribute to their administrative acumen and an example which one may hope will be followed in other areas of our political life. The committee had the backing of the house of delegates of the American Medical Association and the governing council of the American Public Health Association through resolutions adopted by each at their annual meetings in 1942. Funds for a comprehensive study were made available by the Commonwealth Fund, which has also published the committee's detailed state by state recommendations.

Historically, public health has been a responsibility of municipalities—cities, towns, townships or villages, although a number of states, such as Alabama and Mississippi, authorize counties rather than municipalities to provide local health service. Municipal health departments have a much older history than those states and there is even yet no federal department of health. Thus, local responsibility is our traditional pattern. It is a wise one for a democracy and the committee not only accepts this tradition but would reinforce it and modernize it to fit the present needs of our nation.

Obviously, however, local government is not now meeting the health needs of the nation. In 1942, about a third of our population—40,000,000 persons—lived in communities that either had no local public health service at all or were receiving service under the direction of part time and generally untrained health officers. In only four states and the District of Columbia was the entire area covered by local health organization under full time medical leadership. There was a shocking shortage of public health nurses in nearly every state (this was in 1942, even before the peak of personnel losses to the armed services), a serious lack of professional leadership in environmental sanitation, and a dearth of organized public health dental service.

Key to Improvement

Such conditions should no longer be tolerated anywhere. The committee believes that the key to improvement is the establishment of local health administrative units large enough in population to support—and justify—the services of a professionally trained medical officer of health and associated personnel. Small units restrict the scope

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of the well trained professional man and do not challenge his imagination. We cannot afford to close-cabin administrative talent in the current shortage of professional personnel.

Experience indicates that no population unit of much below 50,000 can support even minimum full time health service without a tax expenditure impossible for most areas and extravagant for all. The committee recommends in the first instance, therefore, that no unit of local government below a county set up its own separate health service.

Further Recommendations

However, this in itself does not solve the problem. More than three fourths of the 3,070 counties in continental United States have populations of less than 50,000; two thirds have less than 25,000; and nearly one fourth less than 10,000. To meet this situation, the committee recommends that a county of small population join with one or more of its neighbors to form a unit of at least 50,000 persons. There are already a number of countywide health units which have been formed successfully by adding a sparsely settled neighboring county to the area covered by a populous city. It should be possible to combine the health service of two or more rural counties which have other problems in common. At present, the most frequent pattern is where a county health unit includes service for one or more of the cities within its boundaries.

By a very simple procedure the committee demonstrated that coverage of the continental United States by no more than 1,200 local health units is no ideal dream. After working out its own suggestions regarding the number of health districts needed and the consolidation required, the results in each state were put before the state health officer. All agreed to the principle of larger jurisdictional units. In all but two states, the state health officer either accepted the committee's tentative districting or himself suggested an alternate districting of similar numbers of local health jurisdictions based upon his more intimate knowledge of local factors.

In this give and take process, 1,197 units were finally agreed upon, 14 percent of which had 1940 populations of less than 50,000, but only 3 percent with less than 30,000. Many of the suggested units would be large metropolitan areas, such as the five counties that make up New York City; Cook County in Illinois, including Chicago; Wayne County in Michigan, including Detroit and the other large cities of the county; as well as smaller urban counties, such as Louisville-Jefferson County in Kentucky, Charleston City-County in South Carolina, and many others.

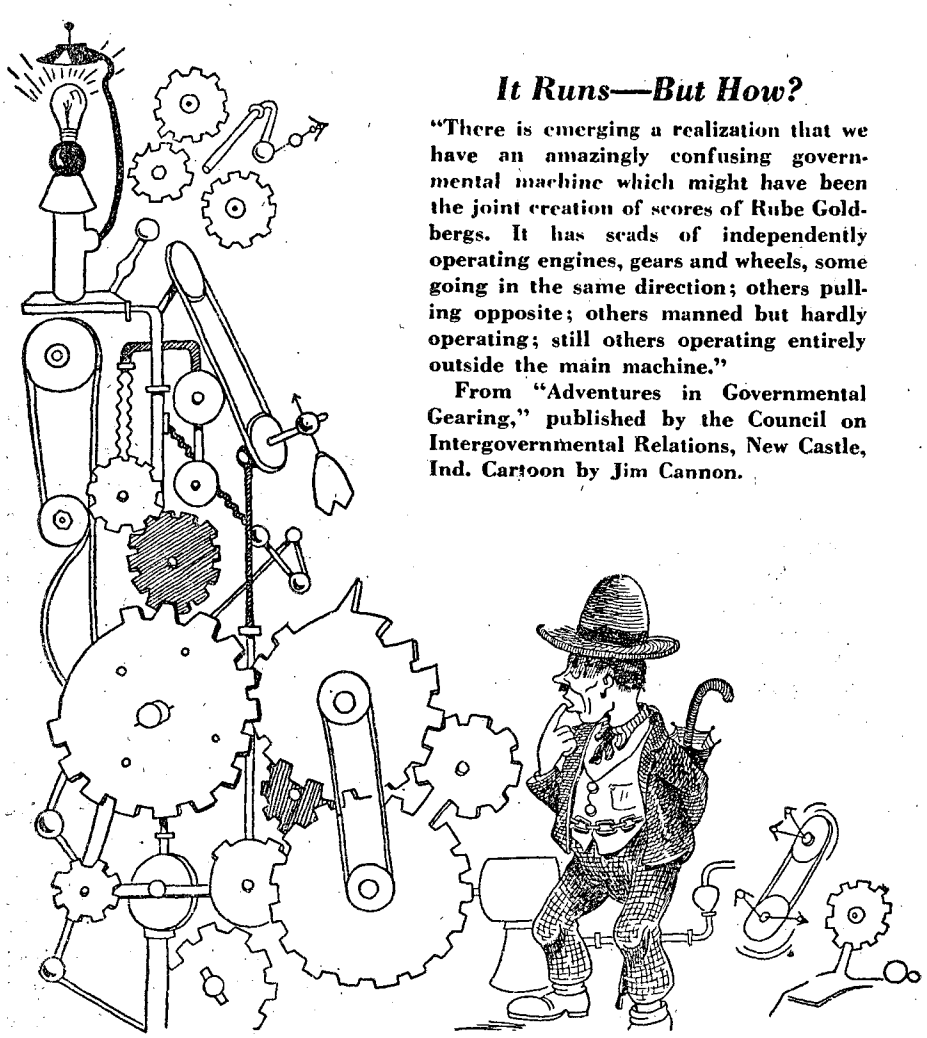
Economy of Money

Undeniably, the present multiplicity of health jurisdictions wastes money. Part of the increased cost of providing adequate health service for the entire country would be balanced by economies resulting from the consolidation of existing administrative units.

The committee, for example, recommended that a minimum of $1 per capita be spent for health services in each local jurisdiction. This amount would provide a full time medically trained health officer, one nurse per 5,000 population, one worker in environmental sanitation per 25,000, one clerk per 15,000, together with part time medical and dental service, laboratory workers, dental hygienists, and health educators as local conditions indicate.

Two dollars or $2.50 per capita would provide adequate service of a very high grade. However, very few local health departments in the United States are spending $2 per capita, and in 1942 the average per capita expenditure for local health service for the entire nation was about 61 cents.

Now keeping in mind that about one third of the nation either has no health service or health service administered by untrained people, let us look at the local administrative set-up of the other two thirds. In 1,322 of the country's 3,070, some local unit of government does finance a full time health department. The number of these full time units totals 1,110. But fewer than one fourth of them covered two or more counties. And nearly two thirds served less than 50,000 population, the minimum number called for by the interests of administrative economy. About one fourth cover very uneconomical



It Runs—But How?

"There is emerging a realization that we have an amazingly confusing governmental machine which might have been the joint creation of scores of Rube Goldbergs. It has scads of independently operating engines, gears and wheels, some going in the same direction; others pulling opposite; others manned but hardly operating; still others operating entirely outside the main machine."

From "Adventures in Governmental Gearing," published by the Council on Intergovernmental Relations, New Castle, Ind. Cartoon by Jim Cannon.

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population units of less than 25,000.

In the redistricted plan many of these present full time set-ups could and would serve substantially larger population areas with relatively little increase in supervising costs. For example, the health department of the city of Galveston, Tex., serving 61,000 persons, could add enough service personnel to cover the 20,000 persons in the rest of the county with practically no additional supervisory staff.

Wichita, Kan., with a population of about 115,000 has a city health department. So does the county to serve fewer than 30,000 persons in the remainder of the area. At present, both departments have their headquarters in Wichita. A single unit could readily serve the entire area.

In West Virginia, the city of Clarksburg and the county of Harrison each maintain health departments in the city of Clarksburg, together serving a total of fewer than 100,000 persons. Examples could be multiplied of administrative savings that would take up part of the cost of providing service that would measure up to at least a minimum standard.

Economy of Personnel

In these days of acute personnel shortages, there is another important economy which would be effected by the consolidation of administrative units—an economy in the use of available trained personnel.

As of last July, even in the 1,110 administrative units which provide for full time directors, 12 percent were wholly without an administrative officer; another 8 percent were in charge of acting health officers. Thus one fifth of the existing positions remained unfilled, largely because trained men were not available. Further, vacancies were significantly more numerous among units of small population than among those of larger. Of the units with populations of less than 40,000, one fourth had vacancies; of those with populations of 50,000 or more, only 14 percent.

Logical consolidation would spread the use of the limited number of trained administrators now available. Among the full time health units which cover populations of 50,000 or less, are included twenty-four counties in which there is a full time health officer. In these same counties are cities which also have a full time health officer. If these departments were to be consolidated, 24 medical administrative officers would be available for service elsewhere. These 24 men might reasonably be expected to supervise public health service for at least a million and a quarter persons.

Also included within this group are thirty-four counties without a full time health officer, but in which are located cities that do have full time officers. If the services of these cities were expanded to cover their respective counties, about two and a quarter million people would be added to the number now protected by a minimum administrative framework of public health. These figures take no account of other equally valid consolidations of larger cities with their surrounding areas which would, in some cases, make health officers available for service elsewhere or enlarge the area of their activities; nor of consolidations of small neighboring counties that might be effected.

Economy in the use of trained health officers would not be the only personnel advantage accruing from these consolidations. To a greater or lesser degree supervisory engineering, dental, and nursing personnel could extend the area of their activities; laboratory service could be adequately organized, and many units now unable to afford such service could be provided with health education specialists.

Finally, one of the reasons for the shortage of medical public health personnel is that, in the by and large, salaries of trained medical health officers have been less than the net professional income of the good surgeons and medical clinicians or internists of the community. As long as this is so, it will be difficult to persuade able men to select public health as their medical specialty.

"Operation Muleback"

On the other hand, it is hard to persuade a small community of 20,000 persons, or even 35,000, that they ought to pay their health officer a salary of $5,000 or more. As units are enlarged in size, with larger administrative responsibilities and greater resources, the opportunity to secure more adequate salaries obviously will be enhanced. Health officers themselves, if they are to do justice to their professional status, must widen their horizons and demand that their services extend beyond the provincial borders of earlier days.

Mississippi has eight-two counties, noted the Brookings Institute in a study some years ago, because its founding fathers decided that no county seat should be farther from its jurisdictional extremities than a man could travel by muleback between seven in the morning and midnight of the same day. Our public health officers, sanitary inspectors, visiting nurses now have other means of transportation at their disposal. But the poor taxpayer is still burdened with an administrative system which plods along on the back of a mule.

An Air-Minded Age

There is reason to hope that successful demonstrations in simplifying local health administration may help to usher in an air-minded age in other areas of local government administration. The study in Blue Earth County, Minn., for example, earlier referred to, was made under the auspices of a local county council on intergovernmental relations. It avowedly addressed itself to the question whether "democracy at the grass roots is capable of a vital role in solving the demands of our modern economy and government." After two years of study, its interim recommendations called not for more state and federal government, but *for more coordination of local government.* This county council is now turning its attention to other problems outside the health field.

In Napa County, Calif., with a 1940 population of 28,500 and a wartime population of perhaps 50,000, the county and its three cities through a joint city-county plannnig council are "joining forces to solve their war-born municipal problems." It has already planned a school expansion program, a countywide water supply project, and a countywide sewerage sytem.

There are other evidences of this ferment. A successful intergovernmental health department can affect the entire fabric of local government. The disappearance of the part time untrained health officer may hasten the day when the dog catcher, the justice of the peace, the poormasters and many another anachronistic officerholder can be transferred to more productive—and in the long run—personally more rewarding occupation. Such a revitalization would indeed be an enduring monument to the administrative leadership of the public health profession.

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BEHIND THE CRIME NEWS

Let Science In

The case for an intelligent approach to crime and criminals, made by THOMAS C. DESMOND, New York state senator.

For hundreds of years, society has conveniently taken it for granted that crime *is* something simple and obvious. We have assumed that we knew perfectly well what caused crime and how to cure it. Crime was committed by "bad" people. If they were locked up and punished, they would give up their bad ways.

However, if an offender can be shown to have been insane at the time of his act, we do not hold him responsible for his "badness." So we send him to a mental hospital, and broaden our theory of causation to include "madness" as well as "badness."

Despite our increasing scientific knowledge of human behavior and progressively humane treatment in our more enlightened penal institutions, the law with but few exceptions recognizes no gradations or aberrations between these extremes. Unfortunately, the majority of the public also still clings to this same conception.

Why Crime?

A handful of scientific investigators, however, have already made great strides in the study of the causes of criminal behavior. We now know, for a certainty, that our criminal population is in fact anything but a homogeneous group of "bad" people. Evidence from a recent study* by Dr. R. S. Banay, formerly chief psychiatrist at Sing Sing Prison, is typical of the increasing knowledge at our disposal. His study covered 10,000 inmates and a ten-year period of admissions. Material from detailed medical, sociological, and psychiatric examinations showed that this large number of presumably "bad" people fell naturally into five major groups.

1. Only 31 percent were *normal,* in the sense of possessing full power of judgment. They were men who had consciously chosen crime as a profession and were quite satisfied with their role of gangster or racketeer. They were aware of the assets and liabilities of criminal conduct and were confident of their ability to buy protection. They would not, even if they could, break away from their underworld associations. Such people were products, on the whole, of factors such as upbringing, home environment, and cultural, social, and economic influences. The members of the notorious gang, "Murder, Inc.," well exemplify this type.

2. Thirty-five percent of the 10,000 men studied were *psychopaths.* This group is perhaps the least understood of all. They are not mentally ill in the true sense, and yet they show a persistent and lifelong deviation from the accepted norms of conduct. Psychopaths very often have high intellectual capacity and amiable manners and personality. The blemish in this otherwise favorable personality lies in their great adroitness in committing varied social offenses and the failure to show any sense of guilt or remorse. Not only is ethical sense lacking, but sound judgment as well. No matter how often he is caught, the psychopath thinks his next crime will be the perfect one. Examples of this type are clever forgers and confidence men, who easily ingratiate themselves with the victims they prey on.

There is also an aggressive type of psychopath who acts impulsively, explodes upon minor provocation, and performs violent or repulsive acts such as arson, sexual assaults, and homicide. His destructive impulses are often released by alcoholic excesses.

3. Twenty percent fell into the class of *psychoneurotics* and *alcoholics.* Such people are drawn into crime as a result of some inner psychological conflict. The symptoms of this conflict, often an unconscious one, are compulsive and distressing behavior. Their acts are accompanied by a strong sense of guilt and self-accusation and in this respect they form a dramatic contrast with the psychopathic group. The compulsive stealer, who struggles in vain against his compulsion, is an example.

4. Thirteen percent were *mental defectives,* lacking normal power of intellect. Readers of Steinbeck's "Of Mice and Men" will easily identify Lennie, the gentle, half-witted giant, as a member of this class.

5. The remaining one percent were *psychotic.* This is, incidentally, a percentage ten times greater than can be expected in the general population.

The implications of such scientific studies are momentous. They show why much of our present practice actually tends to produce more crime, rather than reduce it. More than half of these 10,000 Sing Sing inmates were psychopaths and psychoneurotics. The psychopath is extremely susceptible to his environment, and in prison he quickly absorbs and develops new antisocial ideas. The inner conflict of the psychoneurotic is made more acute by confinement and he develops what is called "prison psychosis." As a result, these men when released are far more dangerous than when they entered prison. The probability of their "repeating" is much greater, and society, which has borne the cost of their imprisonment, can expect only to suffer anew at their hands.

Guides to Better Policy

What would happen if we were to begin intelligently to put to work our already substantial knowledge of the causes of criminal behavior? Fortunately, certain pioneering efforts in individual cases have shown that scientific diagnosis and treatment offer a golden opportunity to reverse in a constructive way our whole approach to the problem. Two examples will serve to illustrate the point.

J. F., fifty-two years old, was apprehended for the carnal abuse of a seven-year-old boy. He was a man of mild, obliging temperament, of an extremely studious type, and an excellent worker as an accountant and a bookkeeper. However, careful investigation brought to the surface a diversified sexual deviation dating back to early childhood, characterized by a great attraction toward children of early ages. He had never before been arrested.

* Findings of Dr. Banay's study appear in the National Probation Yearbook for 1945.

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Under observation in prison, he presented a picture of extreme anxiety. He was restless, agitated, and almost continuously possessed by a variety of erotic fantasies. As his parole drew nearer, he became extremely panicky; he was afraid of the thought of regaining his freedom, since he frankly admitted his utter inability to control his drives. He visualized his future as a very dark one, with a feeling that if it did not end in lynching, it might lead to an offense carrying a compulsory death sentence. He begged for help.

The physical examination was entirely negative, but a careful psychiatric examination uncovered the mechanism responsible for his abnormal drives. His childhood experiences had been such that he had completely failed to outgrow the normal childish attachment to the mother. This, in turn, had inhibited him from establishing normal relations with other women. Emotionally he was still a child, and he had reverted to sexual gratification with children of an age corresponding to that of his emotional life.

Door to Freedom

In view of the urgency of his situation, a delicate brain operation was decided on. By severing the connections between the frontal lobes (that part of the brain whose primary function is intellectual control and emotional association) and the older part of the brain, it was hoped to free him from his crippling inhibitions and infantile drives.

The results of this operation were remarkable. After a short postoperative period of confusion, he presented an entirely different mental picture. He became quite calm, and without impairment of his intellectual faculties or general personality, he became at the same time free of any erotic interest. Six months afterward, on being exposed to a battery of tests, an entire recovery from his abnormal sexuality was indicated. According to one personality test given him at that time, "He is not at the mercy of his emotions, nor has he repressed them."

Another less spectacular case in which the techniques of psychiatry were used to great advantage is that of Joan, eighteen years old, who was arrested for setting fires in the office where she worked as a messenger girl. She could give the police no clearer explanation for setting the fires than that she felt an "urge" to do so. As it was a first offense, she was put on probation and sent to a psychiatric clinic.

Joan was an only child who lived with her father, a widower. At first, she was hostile and refused to cooperate with the clinic in exploring her urge to set fires. It was not until she became faced with a difficult home situation, that she finally was willing to explore her problem, as if tacitly admitting some connection between the two.

To enable her to talk more freely, she was put under narcosis. She revealed that she had been interested in fires since the age of thirteen, when they had been "forbidden" to her by parental warning. She said that when she passed a fire she "could not bear to look." But it was the picture of her home life that gave the key to why she had suddenly succumbed to the fascination that fires held for her.

Joan's mother had died in giving birth to her and she had become, in her father's eyes, a kind of substitute for her mother. "He brought me up to look and act like my mother," she said. Up until the time she was twelve, her relationship with her father was harmonious and completely enjoyable, as he was very affectionate with her. However, when in adolescence Joan began to show an interest in boys, her father became harsh and dictatorial, and never had a good word to say about any of them. Her life became a series of repressions. It was at this time, too, she discovered that at the time of her mother's death her father had expressed the wish that it was the child who should have died. "He said he hoped I'd died . . . I disliked him. I've hated him since 1937."

Mixed Loyalties

After the narcosis, for details of which she claimed an almost complete amnesia, Joan was relaxed and ready to discuss the emotional restrictions in her home. She was made aware of the inner conflict that had led her to the seemingly senseless fire-setting. The conflict was one between subconscious hatred and conscious loyalty to her father, mixed with the feeling of being needed and being gratified by her awareness of her father's need of her.

Once Joan understood that the interests of her father were in conflict with her own, and were overshadowing and restricting her at every turn, she quickly grasped and solved her problem. When her father demanded that she sever all connections with her young man, to whom she had meanwhile become engaged, she packed and left home. She moved to a girl's home where she soon declared herself completely at peace, happy in her work.

Her future "in-laws," treating her as a daughter, for the first time in her life gave her the experience of parents concerned about her happiness and welfare, without the pattern, so familiar to her, of stifling possessiveness and jealousy. With Joan's conflict resolved, the probability of a recurrence of antisocial behavior on her part could be safely dismissed. The three years which since have passed have confirmed this judgment.

A Proposal

Here we have a guidepost for the direction of future efforts in the field of correction. Let us devote to the scientific study of the cause of crime some portion of the vast amount of effort and money that is now being poured down the drain of our present correctional system. Then let us apply our knowledge to the reshaping of that system. We must enlist and coordinate all the sciences dealing with human behavior. Not only psychiatry but sociology, medicine, education, law, social work, and psychology have a unique and indispensable contribution to make toward understanding and treating the criminal. The time has come to recognize the fact that the scientist has at least as important a contribution to make as the policeman and the warden.

My own conviction of the importance of taking immediate practical steps in this direction led me to introduce a bill in the last session of the New York state legislature which would have established, for the first time in this country, a state institute for the study of crime. This proposed institute would undertake long range study and research into the causes of crime and criminal behavior, and the treatment and rehabilitation of offenders. It would be staffed by and coordinate the special skills of sociologists, educators, psychiatrists, physicians, social workers, psychologists, in relation to the central problem of criminal behavior.

This institute not only would be a research and treatment center; it would spread knowledge of the "science of crime." It would attempt to diagnose social deviations in early states, and would serve as a consultation center for courts, schools, social agencies.

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mental hygiene and child guidance clinics, probation and parole departments.

Not the least important, it would give professional training to those planning to go into correctional work, such as prison guards, wardens, probation and parole workers, and the like.

The creation of the institute would be jointly undertaken by the state and some leading university. It is only in a university that the highly qualified and diversified staff necessary could be assembled readily. The university therefore would furnish the scientific personnel and would be responsible for the maintenance of properly scientific standards of research and treatment.

But the state and its institutions must be brought into the picture, too. The last thing in the world I would want the institute to become is a beautiful research project functioning in a corner, and having no effect whatsoever on what goes on in actual prisons and reformatories. Its findings must be translated into practice. Its entire justification would be the development of methods and techniques to be embodied in the correctional policies and practices of the state as soon as possible.

It is only thus that we can attack at its roots the problem of crime, with its terrible cost in wasted lives and damage to society. For too long we have been obsessed with measures that only scratch the surface. Only as we turn the full light of science and knowledge on those whom we now consign to oblivion or write off as society's mistakes, will we gain the power and the wisdom to achieve the three aims of correction: the prevention of crime, the reclamation of offenders, and the protection of society.

Home Wasn't Like This

EDWARD J. FLYNN, ex-MP, now with Washington Criminal Justice Commission, defends military offenders he has known.

As a military police officer in combat and rest areas on many islands of the South Pacific, I saw how men react to the violence of war. I cannot hold with the view that the men who committed serious breaches of military discipline would have been likely to commit antisocial acts in civilian life.

On the contrary, I saw men and boys do things that they would never have dreamed of doing in their home communities. Men who live the relatively primitive life of combat soldiers are not particularly concerned about what the civilian population of a remote island may think about them. Thus they drink, fight, and live in a manner uninhibited by customary and traditional restraints. Military life substitutes other, but different, conventions and regulations. I believe that an objective study would show that this different set of legal and social disciplines produces antisocial reactions that do not conform at all to the pattern of reaction to a normal civilian environment.

Problems of Adjustment

Indeed, one of the best adjusted soldiers in my experience was a man whom I had known previously as an inmate of a penitentiary. He had been a parole violator and therefore served all of his sentence in custody. Shortly after my own induction, I found myself occupying a cot about ten feet away from his. Bill was a better soldier than most of us: personable, well liked, capable, and completely acceptable to his fellow soldiers. He emerged from the army recently with the grade of sergeant, an honorable discharge, and a Presidential pardon.

Bill had his problems of military adjustment, of course, but I suspect he managed them better than most of those who had never seen the inside of prison walls, for he was accustomed to a restricted and regimented life and knew how to adapt himself to it. One day, for example, he was reprimanded by his captain after the inevitable argument with his first sergeant. The captain got tough, but Bill took in respectful silence his threat of thirty days of confinement if it happened again. Later the same evening, Bill said to me, "I wanted to tell him to look down in the valley and take a good long look at those high towered walls. I spent three years inside there. As the boys always say, 'Can do thirty days standing on my head.' But I learned when to keep my big mouth shut." Many "normal" boys had a very hard time learning that elemental lesson of army discipline.

Joe was another soldier in the same barracks with us. Eighteen years old, from a small town in upstate New York, he had a splendid physique, was a high school graduate, and had enjoyed a normal home environment with middle class security. Joe also had his minor skirmishes with military authority. But in contrast, Joe's solution was not to turn up at the appointed hour. During our training period he received innumerable reprimands, minor restrictions, and extra duty.

When the training battalion was dissolved, Joe and I were transferred together, and in January 1942 went overseas in the same company. Later we became separated. I next saw Joe in a military stockade awaiting a general court martial—the date, January 1943; the place, Guadalcanal.

Running Away from Hell

Memories blur with time, but those of us who were in the first offensive against the Japs, reserve a special and vivid spot for the particular hell that is the Solomon Islands. In those early days none of us had ever seen a jungle before, we did not have air superiority, innumerable tales of enemy trickery and fanaticism were whispered from ear to ear, supply ships and reinforcements were slow in arriving. We had to spend every moonlight night in damp, mosquito infested foxholes. Nerves were tense, people slept little, and every unit was understrength because of malaria, yellow jaundice, and casualties.

In this setting, Joe had run away again. He had been scheduled for a reconnaisance patrol into Japanese territory. When the hour of departure arrived, Joe was missing. Of his comrades who went on the patrol one officer and three men were killed. Joe was tried for desertion and misbehavior in the face of the enemy, convicted, and sentenced to twenty-five years. His first comment was: "Gee, I'll be forty-five years old."

I cannot defend or condone Joe's

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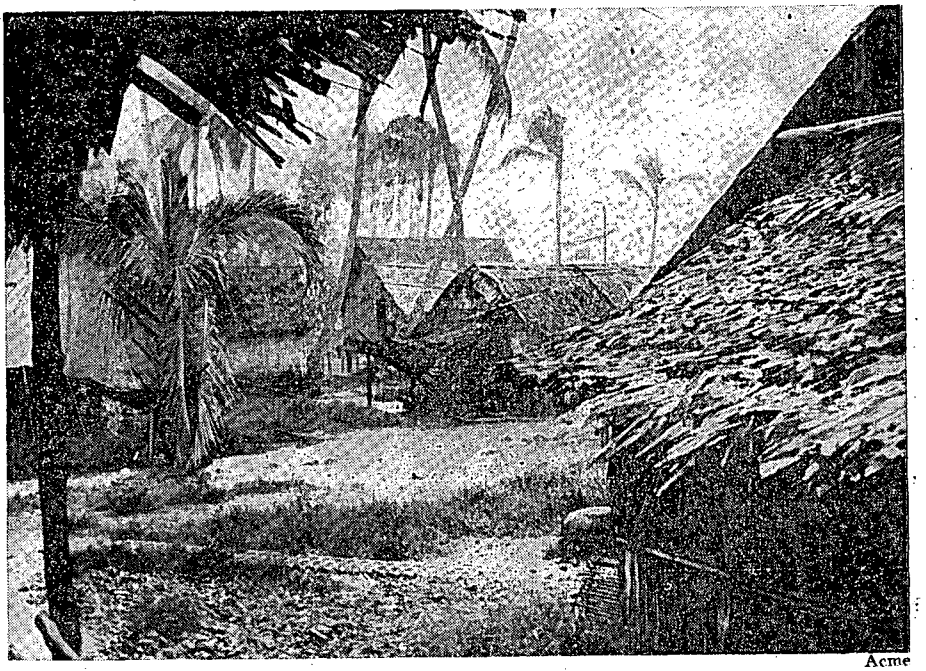
actions. His offense was very serious. Under the circumstances, his sentence probably was necessary. But Joe had been a normal, healthy, adequate person in his little upstate New York village. If the long arm of selective service had not reached out for him, he probably never would have seen the inside of a penitentiary.

There are many Joes similarly serving military sentences today. Except for the stress and emotional strain of war, they would be living peacefully as your neighbor and mine.

Military Alcoholism

A lot of drinking went on among our military personnel. Perhaps the reason was to be found in the reaction of youths who had matured too rapidly, perhaps in the release after long months of dangerous living, or perhaps it was just the method used by the kids to prove they were men. But I think that most of the men who came in conflict with military discipline because of excessive drinking would have been all right in their home environment.

After five months on Guadalcanal our division was stationed in Fiji. During the first few weeks, the only bar in town was crowded four deep with GI's drinking in rapid succession anything available, in any sequence. As soldiers passed out we loaded them on trucks to be returned to their proper units. As fights started we removed the belligerents; as we patrolled the alleys, we found bodies lying in gutters, usually "rolled" of all cash. Our MP station was continually getting complaints from someone whose house had been entered or who had been molested by soldiers, or who had heard shots fired.



Acme

Tropical rains turn "home town" of PT men into mud puddles

In a drunken rage a staff sergeant, who, before his entry into service had been an athletic coach at a high school, shot and injured an officer attempting to disarm him and keep him out of further trouble. Prior to this incident, the sergeant had been an example of good conduct with an excellent combat record. He received a six months sentence in a military stockade. It is highly doubtful if anything like this would ever have occurred while he was a respected citizen in his home town.

The indiscretions of others under alcoholic stimulation were sometimes even more costly. Everyone had weapons available. Shootings were not too uncommon, occasionally murder was the result.

While stationed on the island of Leyte, in the Philippines, I was directed to investigate a situation where Negro soldiers had seemingly fired indiscriminately into a crowd at a dance, killing a white soldier, a Negro soldier, and a Filipino. This is what I found.

A group of Negro soldiers returning from a movie paused at a dance area (some bare ground enclosed by a two-foot bamboo fence). A few Filipinos had organized the dance to celebrate their recent liberation, and soldiers were invited to attend at a fee of approximately two dollars a person.

At the time the Negro soldiers approached the area, there were only white soldiers at the dance. Those sponsoring the affair, however, sold tickets to three of the Negro soldiers. Since the area was very small, three types of tickets were sold—red, white, or blue—and the holder of each was eligible to dance when his color came up.

The Negroes danced once, but before the time arrived for their next dance white soldiers had convinced the Filipino girls that they should ignore

Official U. S. Navy photo from Acme

Tense moment in the last lap of campaign for the Solomons

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the Negroes, or no one would dance. The four-piece string orchestra stopped playing. White soldiers then told the Negroes to leave, because they were not wanted. The management, however, would not return their money. One of the Negro soldiers produced a revolver and the dance crowd dispersed. However, no damage was done at this point.

All the Negro soldiers had been drinking and, after leaving the area, stopped at a house in the neighborhood where they obtained more liquor. After about an hour, they were firmly convinced that injustice had been done. So they went to their bivouac area, got submachine guns from the supply room without permission, and returned to the dance area. Four of the men deployed themselves in near-by foliage while two approached the dance area and demanded that they get their money back or be allowed to dance.

The inevitable fight started. One of the soldiers in the bushes became excited and started firing. When the firing ceased there were three dead bodies in front of the dance area. The six Negro soldiers who participated were apprehended, tried, and convicted. Two received death sentences, four were given twenty years confinement.

The real roots of the situation are buried deep in racial intolerance, excessive drinking, availability of weapons, and the always present profiteer who is ready to relieve the GI of his money with little or no return. A sidelight is the fact that some of these same Negro soldiers had been indirectly supporting a Filipino family by furnishing food and had often spent the night with them. They had, in other words, been accepted socially by the Filipinos themselves.

Prostitution

In the city of Noumea, New Caledonia, the widely renowned "Pink House" is so called because of its pink stucco finish. Surrounding it is a wall about ten or twelve feet high, in the top of which are embedded jagged pieces of broken bottles to prevent persons from climbing over. After being admitted through the small gate in the wall, one approaches a window—reminiscent of a race track pari mutuel window — where for $4 one gets a ticket with a room and order number.

On the first floor is a barroom, where beer is sold for $1 a bottle. On this floor also was one room of assignation for officers. Their fee of $5 was the only differentiation.

Since there were only three practitioners, the wait often involved a couple of hours or more. The interior was crowded with soldiers, sailors, marines, and civilians, with another crowd waiting outside the gates, many of whom brought bottles of bootleg liquor with them. Is it necessary to mention that fights and mob action were the order of the day? The life of an MP was not a happy one when a call reported a riot outside of or at the "Pink House."

Perhaps many of these same persons would furtively have patronized houses of prostitution in the United States. More likely, for most, their normal social outlets would have been sufficient to channel their activities in other directions. But I am certain that few would have clamored outside the gates of a well known disreputable house in their home community and stood hours in line with their fellow townsmen.

Property Rights

Respect for property is deeply ingrained in our civilian custom and protected by a vast network of laws and court decisions. But in the military, values change and what is right or wrong becomes elusive. Every ex-GI knows the mess sergeants or motor sergeants who could obtain extra rations, extra vehicles, extra soap, extra clothes, and many of the other luxuries necessary to make a little more livable the primitive life of the combat soldier. He was seldom if ever criticized for this bartering ability; indeed, he was usually praised. Too often the comfort of the men depended on the officers'

Official U. S. Marine Corps photo from Acme

Only the beginning: Marines sloshing their way through to the jungle front lines of Bougainville

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willingness to overlook methods utilized in the acquisition of essential supplies. Thus, government property became a medium of exchange. When, however, the cook who had salvaged and repaired a discarded stove was caught trading it for a few bottles of rice whiskey, he might end up with a court martial and a long sentence. Discipline for the infraction of property regulations was thus often as much a coincidence of time and place as a matter of socially questionable conduct.

During my years of service it was my duty to arrest many men for the infraction of military discipline, investigate the charges against them, and later supervise their custody. Not only am I convinced that military restraint is no substitute for the social controls of their home community, I think the evidence is also clear that military life brings into being a whole new set of values and creates new attitudes and emotions in respect to these values.

Many men failed in this process of adjustment who would have had little or no difficulty if they had continued to live their lives among the civilian standards and restraints to which they had been accustomed. We need not condone or excuse the acts of the men who are now our military prisoners. But we should at least try to understand and help them. They deserve the maximum service from our psychiatrists, social workers, psychologists, vocational advisers, and others who have the scientific knowledge and professional skills to help them regain full civilian status and stability. For these men, too, are war casualties.

How to Treat Women Prisoners

WALTER C. RECKLESS, of the School of Social Administration, Ohio State University, offers some original ideas for positive program and effective operation in reformatories.

In a morning's tour of a woman's reformatory, it would be very usual to meet a most unusual range of behavior and personality patterns. A drug addict, prostitute, baby snatcher, contributor to neglect and delinquency of minors, a senile woman who had set fires, a gun moll, a shoplifter—these would be only a few of the female offenders, by court definition, who happened to be there.

I use the word "happened" because a woman's presence in a correctional institution is much more fortuitous than that of a man in similar institutions. Women are arrested less often than men, but if brought before courts they also have a better chance of being dismissed or acquitted. In fact, if adult probation service were thoroughly developed, the woman offender would probably no longer be a factor in the correction center. Our modern American society is much less stern with the woman offender than was society a hundred years ago. In spite of women's greater participation in industry, business, government, education, and sports, we are excusing and protecting them more and more in public. And so every admission to the reformatory makes one wonder: Woman! What queer conspiracy of fate brings you here?

So the basic difficulty of a woman's reformatory is established at the outset, through this happenstance gathering of offenders of unlimited range of personality distortions—all under one roof. Generally, there is only one small institution in a state which performs a cover-all operation for this unique and diverse group of people. The woman's reformatory must be so many things to so few women—a shelter, a rest home, a maternity ward, a rapid treatment center for VD, a beauty salon, a commercial school, a home economics department, a place of protective detention, and so on.

Most states provide more than one extensive institution for the more numerous male offenders, so that their diversity can be taken care of "intra," as well as "inter," institutionwise. It seems to me much easier to develop an effective program for men, because the larger institutions have many more facilities and possess more ample staff. Because of these factors, a considerable degree of impersonality is possible in all operations.

For An Effective Program

The needs of the woman's reformatory have been recognized for a long time, but this recognition is too often opportunistic rather than fundamental, frequently following on the heels of an exposed crisis in the life of the institution. To my knowledge, no one has undertaken to develop a set of criteria which would point toward good practices and effective operation of program. As a start in that direction, I should like to propose four criteria for good administration. In so doing I am not unmindful of the practical administrative problem of effecting changes in an institutional program which is, by its very nature, basically difficult to operate.

I suggest that the first requirement is intimacy. The institutional program should be pitched on the basis of personal interest. Each member of the reformatory community should feel that the superintendent and all members of the staff are ready to help her with her difficulties. My impression is that great gains have already been made in this direction, especially since some administrators have realized that women had to be dealt with differently from men.

Ample privacy is the second criterion. While most men apparently thrive in open dormitory and barracks life, women seem to need an unusual amount of privacy. That means not only a private room, but also opportunity to do things out of public gaze —such as cuddling up in a chair with a romance magazine and sucking on a peppermint stick. The usual argument is that this principle threatens discipline; but I do not believe that a reasonable application will undermine the institution, for morale is certainly enhanced in an atmosphere of trust. It is my impression, though I can well be incorrect, that the principle of privacy is lagging behind the application of the personal touch in women's reformatories at the present time.

Institutional life has certain influences that make it like a jungle which, if not kept under control, may overtake the program and choke out its effectiveness: deterioration of the inmate's personality; intramural unrest; hostility of staff and program; and moral corruption from inmate society. Therefore, third, there should be positive checks to these growths. They must

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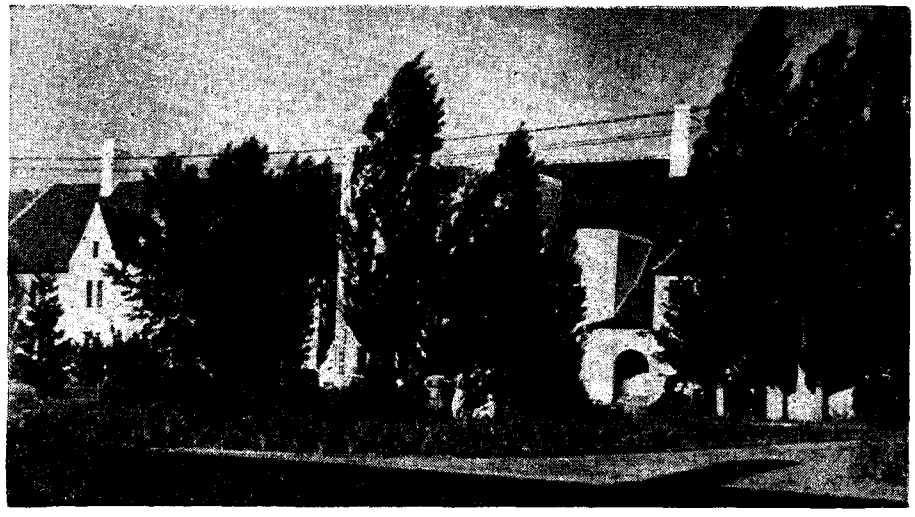
Opportunities to develop interests and acquire new skills—

—can pave the way to a happier and more useful future—



Photos courtesy of American Prison Association

—and this institution believes in pleasant surroundings, too!

be combated with effective activity projects (not dull traditional ones), opportunities for inmate-determined participation in self-government, and a wise system of unobtrusive disciplinary action. If the total program holds the jungle in check, the institution has what is often called high morale and good atmosphere.

Fourth, I consider it important to do individualized case planning for each woman from admission through release It may not be possible to develop a completely curative program for each offender, considering the diversity, but it should be possible to plan forms of case handling which best fit particular situations and personalities. There will be some women who can be helped by interview therapy or psychotherapy. Others may profit best from efforts toward social reeducation. The reformatory should have staff and resources enough to meet the needs of individuals and to revise the program as time goes on.

Essential procedures for such individual case planning are recognized to be: reception and orientation, classification and assignment, counseling, home contacts through a social service department or institutional parole service, progress review for readjustment of programs, and preparation for release.

Radical Changes Needed

The conventional measures usually recommended for a lagging correctional institution include increase in budget, additions of trained personnel, upgrading of present personnel, expansion and improvement of physical plant, enrichment of program resources. But conventional measures are not enough to cope with the woman's reformatory, in view of its basic problems. More radical departures are needed to overcome the difficulties.

1. The superintendents themselves need to display more aggressive leadership. They have been much too content to allow the old program, the old budget, the old staff, and the old ideas to continue in effect, because it takes courage, stamina, worry, and contention to push changes and additions through the state channels. They must be willing to fight in the central office for their institution and for desirable improvements in program, or the men will crowd them out.

2. Arrangements should be made to send women offenders to other institutions in near-by states when their par-

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ticular program meets the needs of certain kinds of cases. A reformatory in one state might specialize in protective detention; in another, psychiatric casework services and psychotherapy could be offered for women with deep emotional conflicts and neuroses. A third state in a contiguous region could emphasize social reeducation for those who have suffered from poor environment. Thus, assuming that the arrangement could be worked out, a specialization in program would be achieved which is now unattainable in any one state with only one reformatory, giving women offenders the advantages now possible for men in a state as large as New York or in a correctional system as varied as the federal system.

3. Many states should consider going out of the woman's reformatory business and sending their cases to appropriate institutions near-by. Since it is economically impossible for the majority of our states with smaller populations to operate a good program, it would be much cheaper to pay a sister state for the care and treatment of its female offenders.

4. The reformatories in a contiguous region might consider sharing the services of high-salaried professional personnel—psychiatrist, psychologist, vocational director and counselor, director of education, director of recreation. There is no way to justify the payment of salaries for the full time use of such professional personnel in an institution with a population as low as 200, but it should be possible to make an efficient plan of rotary service.

5. It is increasingly apparent that staff members who perform casework services, no matter what title they hold, need to have training which will give them proper orientation to the whole correctional process from arrest to release. This poses the old question of the competence of those without special training, and those who have had generic casework training, to perform any and all case operations. Sometimes untrained persons have a knack for dealing with certain kinds of cases very effectively, and many trained graduate caseworkers feel they are prepared to hang out their shingle in any situation.

I believe, however, that casework in correctional institutions demands special training. The field of correction has an excellent literature and has accumulated good practices from experience, but most of this knowledge is still in the libraries rather than in the heads of the personnel who must deal with offenders. I want to see a brand of correctional worker develop who is oriented properly to the whole problem of delinquency and crime and who is a carrier of the best philosophy and practice in the field of corrections.

6. As our correctional work improves at the institutional level, there will come a time when the administrative and professional staff will need to recognize the limitation of a therapeutic approach to the individual offender—in other words, the ultimate treatment possibilities of the individual cases which pass through its hands.

Some authorities call this prognosis. No matter what it is called, the compounded experience of a professional staff should lead to an understanding of the probable and possible response that certain kinds of individuals are capable of making to certain types of handling or certain programs of treatment. Some cases are much more improvable than others, but every woman who comes to the reformatory is not an improvable type. While it may be painful for idealism to admit this point, we will need to admit it in the interests of more effective use of program resources and of professional manpower.

7. And last, after many years of experience with a good correctional program, an enterprising worker should be able to demonstrate tangible evidences of what has been wrought in any individual by the time she is ready for release. Release is still pretty much of an opportunistic matter, determined more often by extraneous factors than by any knowledge of what changes have occurred in the woman during institutional stay.

I am half inclined to believe that inmates themselves can make a better guess than the average staff member can as to what a fellow inmate has received from the program and what she will do when released. This should not be. The doctor should know more than his patients.

Curing Delinquency at the Source

ELIZABETH FAJEN, chairman of a special committee of the Lower West Side District Health Committee, New York City, describes an unusual project to prevent youth's troubles.

This is the story of nineteen children. That is not very many, out of the 816 who every day file into classrooms of P. S. 33 down on the lower West Side of Manhattan. But the distinguishing thing about these children is that they were having trouble in school. None of them was a juvenile delinquent in the legal or technical sense, but in each case the principal of the school suspected that the child was headed for more than classroom trouble. She was pretty sure that, back of the behavior in school, were health or home difficulties, perhaps both.

One of these children had refused to take a school test for tuberculosis. That seemed to follow a pattern, for his family had a TB history and had always resisted health examinations. Another of these youngsters had an I.Q. of 130. But he was completely apathetic and showed no interest in his school work. Another, fourteen years old, was retarded and her family apparently regarded her as its ugly duckling. Still another was stubborn toward his teacher and combative with other children. So it went for each of the others of this little group. For some reason they were not getting along, either in the classroom or on the playground. Their teachers and the principal were worried about them. They thought that somebody ought to do something.

Somebody did do something and, for at least some of these nineteen, the story is taking on a happier tone. Nine of them are now doing very much better in school. Constructive modification of their behavior is quite evident. In the families of five, community agencies have noted that the home situation is much better. We are hopeful about

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the remainder, but time has been too short to be sure that the procedures followed and the service rendered will be effective.

Already, however, the youth and health committee of Neighborhood Health Development's Lower West Side District Health Committee thinks it has found the answer to a couple of questions worrying those who want to establish fundamental community patterns for the long range prevention and control of delinquent behavior. Can we identify at an early stage, symptomatic difficulty that later may develop into serious behavior trouble? In these cases, by mustering and coordinating the skills of the psychiatrist, psychologist, social worker, physician, vocational adviser, and others, can we successfully diagnose the underlying difficulty in the child and his family, and offer a planned treatment service which will remove or modify that difficulty? On the basis of its experience to date, the committee's answer is "Yes," to both questions.

Discovery and Diagnosis

The suggestion for this demonstration project originally came about two years ago from Lawrence K. Frank, director of the Caroline Zachry Institute of Human Development (see "What Price Specialization," *Survey Midmonthly*, January 1946). The idea, in outline, was simple. As in all other schools, among the children attending the lower West Side schools were some who were truant, retarded, troublesome, in poor health, or otherwise showed evidence of behavior difficulties. Serving the West Side were many family, children's, health, and youth agencies, each with a specialized capacity for dealing with particular kinds of difficulties that might be found among these children and their families. Why not try to set up some machinery which would systematically bring the children and agencies together and see whether early discovery, a complete diagnosis, and the special treatment called for by the diagnosis really could get at the root problems which produce delinquent behavior.

So the committee was set up, with a membership of specialists from family and children's agencies, visiting nurse service, the health department's West Side health center and, of course, the schools. The interest and cooperation of P. S. 33 was enlisted, made easier perhaps by the fact that a school social worker is a member of its staff. Plans were made which disabused everyone of the notion that the committee intended to duplicate the service of any existing agency.

Step by Step

The committee's procedure, as it has developed, involves these steps.

First, the principal of P. S. 33 selects children whose school behavior reveals personality deviations indicative of serious social or health problems. She refers each case to the committee for consideration.

Second, some member of the committee clears the case with the Social Service Exchange. On the basis of this clearance, she usually obtains case summaries or pertinent information from the principal agencies that have been previously registered.

Third, either this same committee member or the school social worker obtains data from the principal and teacher of P. S. 33 about the child's current and past school behavior and adjustment.

Fourth, this material is then assembled and presented for clinical discussion at one of the regular meetings of the committee.

Fifth, as a result of the committee discussion, a plan of treatment is recommended and a particular agency assigned responsibility for carrying out the plan. Because it is important that the child should not be conscious of the fact that his problems have been considered by the committee, an agency with previous contact with the family frequently takes responsibility for introducing the plan of service agreed upon. Often, for example, a visiting nurse, who has known the family, will work with the child or mother to obtain the proper entree for the agency that is to handle the case.

Drawing by Gedge Harmon

Sixth, the committee receives periodic reports of progress, both from the administering agency and from the child's current teacher. When it seems called for, the whole situation is brought up for review, and recommendations made for modification in the original plan.

In its attempt to manipulate the environment of a child under stress, the committee's recommendations cover a wide field. It may call for special casework, groupwork, health, or recreation services. Extra school attention is frequently suggested. One case was allocated to a neighborhood church and two to specialized groupwork set-ups. The committee has also experimented with maintaining contact with the child while he progresses from one school to another. If he moves to a new community, the committee apprizes his new teachers of his problems and need for help. In other words, all of the community's specialized resources are mobilized and pooled for the benefit of the child.

Modest But Rewarding

Members of the committee would be the first to admit that, in terms of the number of children served, this is a modest experiment. But we can assure those who may be struggling to find their way through the maze of ideas and plans about better ways to meet the problems of child behavior and juvenile delinquency that it has been a rewarding one. We have found ourselves able to reach children who would not otherwise have been helped. By dealing with the child in his natural setting, we have helped those who are in daily contact with him to become more sensitive to his needs. And, in addition, we have learned from experience the diagnostic values that come from a clinical discussion where various specialists concern themselves with the total problem of the child and his family. As a by-product, we have come to a much better understanding of the role which each of our specialists can play in relation to a total problem. Most important of all, we have seen individual children grow and improve in their own capacity to adjust to their own social environment.

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THE COMMON WELFARE

New Red Cross

Interest in the organizational changes adopted on September 8 by the Central Committee of The American National Red Cross, will center as much in the spirit and intent behind them, as in their specific detail. Significant perhaps, is the fact of change itself—the first major structural overhauling since 1905. In general, it would seem, the Red Cross is now reaching out to broaden and vitalize its central controls and to give its chapters a greater voice in the formation of national policy. (See "Crossroads for the Red Cross," *Survey Midmonthly*, August 1946.)

Action by the Central Committee was based on a report of the Advisory Committee on Organization, appointed last March, with E. Roland Harriman as chairman. Its general objectives were to revise the organizational structure to the end that the Red Cross will "truly represent the nation that it serves," and that "the governing organization will truly represent and be responsive to the entire membership."

Recommendations, therefore, dealt primarily with the organization's top structure. They are not concerned with program or administrative policy.

Some of the principal changes include:

1. The discontinuance of the Board of Incorporators, which, since 1905, has elected six of the eighteen members of the Central Committee.

2. The Central Committee now to be called the Board of Governors, and increased in size from eighteen to fifty.

3. Thirty of the fifty to be elected by delegates of the chapters at the National Convention with due regard to "national interests" and to "religious, professional, scientific, and other elements with which close association is desirable."

4. Procedures for nomination of chapter delegates to "insure equitable representation of all the chapters, having regard to geographical considerations, to the size of the chapters, and to the size of the populations served by the chapters."

Of the other twenty members, twelve are to be elected by the board itself, the remaining eight, including the president, who serves as the executive officer, are to be appointed by the President of the United States, who serves as "Honorary President."

All governors shall be elected or appointed for a three-year term, but rotation in office is assured by the proviso that no governor shall serve for more than two consecutive terms except those appointed by the president. This "rotation in office" policy is applicable to chapters as well as the national organization.

A reminder of the overwhelming role which the Red Cross plays in American humanitarian service is offered by the committee's summary of its present employed personnel. In the Washington office 2,600 persons are employed. An additional 14,600 are on the national staff, in this country and overseas. Approximately 12,500 are employed by the chapters in this country. Significant indeed are any changes which will better implement their service to people.

Figures Talk

The double difficulty facing the physically handicapped person who is looking for a job was dramatized last month in figures released by the U. S. Employment Service. Only one out of every five disabled veterans applying for work at public employment offices in the first half of 1946, found a job, it was reported.

Further, the figures indicated that in one month during the summer, when job placements in New York State were 24 percent higher than the same month in 1945, placements of handicapped persons dropped 61.4 percent.

It is the small businessman rather than the big corporation who hesitates to employ the handicapped veteran, in fear of financial risk, General Omar N. Bradley stated in a recent address to the National Convention of Disabled American Veterans. He warned that the whole program of vocational rehabilitation for veterans will be seriously hampered unless the small employer is convinced of the desirability of employing these men.

How groundless is the prejudice against employing the handicapped is shown by the recent report on a survey conducted in the first six months of 1946 by the Bureau of Labor Statistics. The performance of 4,000 physically handicapped and 6,400 able-bodied employes in forty-seven manufacturing plants was studied, both groups being matched as to sex, age, experience on the job, and kind of work performed.

Disabled workers were found to have one third *fewer* accidents than able bodied workers doing the same job. Their rate for minor, nondisabling injuries was slightly higher, and time lost because of injury was the same. No instances were reported of handicapped workers causing injuries to other workers. The production efficiency records of the disabled were slightly higher than for nonimpaired workers. The BLS attributes this higher production record to careful placement, or a more earnest attitude on the part of the handicapped, or a combination of both.

Thirty-three states have set up "second injury" funds to compensate partially disabled workers should they become totally disabled through further injury. General Bradley has urged extension of such legislation as a means of removing the fears of many small employers, however groundless they may be.

Proposals for UNESCO

Thoroughgoing revision of the schoolbooks of all countries will be urged by American delegates to the meeting of the United Nations Educational, Scientific and Cultural Organization, which will convene in Paris on November 19. A preliminary exploration of the problems was made at the four-day conference of the American commission, which met in Washington the last week in September, preparatory to the Paris conference.

The discussions in Washington brought out that many textbooks in use in school systems throughout the world are biased, nationalistic, and militaristic. Alexander J. Stoddard, superintendent of schools in Philadelphia, recently returned from Japan, reported that from 40 to 75 percent of the material in the school texts in that country had to be deleted by occupation authorities, and indicated that the situa-

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tion in many other school systems was equally bad.

The commission held that analysis and revision should not be limited to histories, but should include all subjects, particularly geography, civics, foreign languages, and literature. Beyond this negative action, the commission proposed that UNESCO organize an international committee of experts to study how schools and colleges can be equipped with improved materials and teaching methods to help develop international understanding. Such a committee would go "into the field," to study at first hand processes whereby young minds are poisoned, and how attitudes and habits of cooperation and good will are instilled.

The United States delegates to UNESCO were instructed to urge an international conference in 1947 to go into the whole textbook question. The commission recommended that such a conference include classroom teachers from all educational levels, school administrators, writers, publishers, and others expert in the preparation and use of instructional materials.

"Veteran to Civilian"

Results of a recent Veterans Administration study in an eastern state, reported in *The New York Times,* seem to substantiate many of the forecasts made in *Survey Midmonthly's* special supplement, "From Veteran to Civilian" (November 1945). Seventy-two percent of the 94,500 men who had entered the armed services from this state are now discharged. Most of them are adjusting themselves well.

But of an estimated 1,300 needing psychiatric care, only 98 were receiving it. Thirty-five percent were unemployed. Thoughtful observers found that men whose nerves were on edge as a result of service in the armed forces were less able to cope with the postwar frustrations of housing, employment, and marital problems than those who stayed at home. Available treatment sources were not sufficiently well known to counselors, personnel managers, clergymen, even doctors and social workers. Particularly in the smaller towns and rural areas, information centers were meagerly equipped to recognize the veteran's real needs, and refer him to appropriate community agencies.

In New York City, the Community Service Society has recently reported that veterans among its caseload have increased 106 percent. At the New York City Veterans Service Center, of 409 men applying in a two-month period, 46 needed psychiatric service; 38 were experiencing marital difficulty; 23 needed health service; 10 legal service; and the remainder had problems of employment, housing, education and so on.

A year later, the final words of *Survey Midmonthly's* earlier report are more pertinent than ever. "The veteran deserves better than to be treated as an emotional symbol. . . . The job of his home town is not merely to 'welcome' him, but to ease his entrance to its very life, so that he may indeed 'take over'."

Magna Carta for Health

The appointment of Dr. Thomas Parran as the United States delegate to the November meeting of the World Health Organization's interim commission in Zurich, calls to mind a bright spot in the parade of international events. The harmonious and constructive meetings of the International Health Conference in June and July, 1946, in New York, escaped the wide attention and acclaim which they deserved, so preoccupied was most of the world with the discord and dissensions of other domestic and international affairs.

Out of this first general international conference formally convened under the aegis of the United Nations, came the constitution of the World Health Organization, which document Dr. Parran referred to as a "Magna Carta for world health." Delegates of sixty-one countries signed the constitution, in most cases subject to formal ratification by their governments.

Before adjournment, the group established the interim commission, consisting of representatives of eighteen member states, and empowered it to proceed with the appointment of an executive secretary and staff, and negotiations with the United Nations on responsibilities and direct services on any urgent health problems which may arise before the Assembly—the policy-making body of the organization—next convenes.

The structure of the new organization includes, besides the Health Assembly, which will meet once yearly and will be composed of three qualified delegates from each member state, a board of directors and the Secretariat. The board of directors will have eighteen members, each serving for a term of three years and, meeting twice a year, will act as the executive branch of the Assembly.

What has been described as "unprecedented authority" has been given to WHO, for it may make regulations in five fields of international health protection, propose international health conventions without recourse to special diplomatic conferences, and establish its own medical research institutions and libraries.

This will give nations, for the first time, a single nonmilitary scientific research body. Existing intergovernmental health agencies—the League of Nations Health Organization, L'Office International d'Hygiene Publique, the UNRRA Health Division—will be absorbed into the new organization and the Pan-American Sanitary Bureau will be integrated as a subordinate branch office.

The constitution of WHO defines health as "a state of complete physical, mental, and social well-being and not merely the absence of disease or infirmity," and states clearly that the enjoyment of the highest attainable standard of health is a fundamental right of every human being. At the closing session of the New York conference, Dr. Parran described the new organization as "a collective instrument which will promote physical and mental vigor, prevent and control disease, expand scientific knowledge and contribute to the harmony of human relations."

In the midst of disheartenment at other world events, we may be hopeful that, through the functioning of this new organization, steps are being taken toward better health for the peoples of the world.

And So On

A 20 percent drop in cases of juvenile delinquency during the past eight months is reported by the children's division of the New York City Domestic Relations Court. Resumption of normal family relationships following the end of the war is held to be the chief reason. . . . The first death from diphtheria since 1934 in Rochester N. Y., was reported last July . . . . A current shortage of 41,700 nurses is estimated by the National Nursing Council. . . . November 10 to 16 is National Hearing Week. . . . The National Conference of Young Churchmen recommends education in marriage and family life for young people.

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HERE IN WASHINGTON

THE WAR ASSETS ADMINISTRATION has between 600,000 and 700,000 textbooks to distribute free to veterans, but only about 10 percent of the educational institutions eligible to receive them have put in their requests. The schools pay a nominal fee of twenty-five cents each for the books, for which they are reimbursed by the Veterans Administration from the fund allowed the VA to buy books for veterans attending school.

The VA figured that the surplus textbooks would save it about $3,000,000. Its hopes have been dashed by the low demand.

The veteran students, of course, get the books for nothing. The volumes are standard textbooks covering practically all subjects, and the lack of enthusiasm shown by the schools is hard to understand.

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THE RECENT AMENDMENT TO the Social Security Act practically doubles the funds available to the states for maternal and child health, crippled children and child welfare services—$22,000,000 instead of $11,200,000.

The total is broken down thus: $11,000,000 for maternal and child health; $7,500,000 for crippled children; $3,500,000 for child welfare.

Katharine Lenroot, chief of the Children's Bureau, now under the Social Security Administration, hails this action by Congress as the "greatest step forward in behalf of the health and welfare of children since the Social Security Act was passed in 1935."

◆ ◆ ◆

NORTHERN CITIES, WITH THE exception of New York, are giving only lip service to the program for minority groups established under the Veterans Emergency Housing Plan. The excuse is that they cannot find the land.

Memphis, Tenn., leads the nation in the percentage of such new housing units. Its goal is 8,500 units of residential construction with at least 3,500 available for Negro families. The second highest percentage quota is in Meridian, Miss., which plans 2,000 units of which 800 will be available to Negroes. Jackson, Miss., is third with 3,000 units, 1,000 of them for Negroes.

In volume of new housing planned to accommodate Negroes, New York City leads with a total of 6,172 units.

Housing Expediter Wyatt set up in July a special service to assist minority groups with their housing problems.

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STATE WELFARE ADMINISTRATORS were called to Washington September 5 and 6 by Commissioner Arthur J. Altmeyer of the Social Security Administration (not Board any more) to discuss the recent changes in the Social Security Act.

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BY THE END OF THIS YEAR A half million members of the "52-20 Club"—$20 a week for 52 weeks under the GI Bill of Rights—will have received the maximum benefits allowed them under the act, without having readjusted themselves in job or school.

A report drawn up by the Research Division of the Veterans Administration takes a gloomy view of this situation. It foresees 800,000 ex-servicemen in the same boat by June 1947. For these, the report states, the readjustment allowances of the act have failed of their purpose.

The report offers two suggestions by way of remedy: (1) strengthening the public placement machinery, through encouragement of employers to list their more desirable jobs; (2) more adequate counseling facilities, especially for veterans with little or no prewar job experience.

The VA has called on state agencies to review the cases of veterans on the unemployment rolls ten or more weeks.

According to the VA, from September 1944 to May 1946 about 4,860,000 veterans have received one or more readjustment allowance payments. In other words, approximately 40 percent of World War II veterans have been on the rolls at one time or another.

The number exhausting their year of benefits totaled 43,000 by the end of July, an extremely small number in relation to the size of the program but one that will jump with every month. Fifty-two weeks, after all, are fifty-two weeks—they do not last forever.

◆ ◆ ◆

A RECENT CENSUS BUREAU sample survey shows that of the estimated 11,800,000 returned veterans, approximately 4,000,000 want to rent other quarters or buy or build new homes within the next twelve months, if suitable housing is available at prices they can meet.

About 2,000,000 of these are seeking new quarters even at present prices.

Of the 4,000,000 who want to move, 2,800,000 say they want to build or buy. The remainder prefer to rent.

The average veteran seeking a new roof (or any roof) over his head reports ability to pay not more than $43 a month for rent or $5,500 to buy or build. According to the survey, the average weekly income of prospective renters is $44; of buyers $48.

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SOME 50,000 SCHOOLS WILL HAVE school lunch programs this year according to the U. S. Department of Agriculture. During the summer, the department arranged such programs with forty-one states and Hawaii. Six other states are expected to follow suit promptly.

A number of nonprofit private schools are sharing in the program. While only eighteen states have authority to administer funds to both public and nonprofit private schools, nonpublic schools in other states may participate by applying to their State Production and Marketing Administration office. The PMA determines their eligibility.

◆ ◆ ◆

PRESIDENT TRUMAN IS LOOKING for a good man to head the ten-man board authorized under the Fulbright act.

The act, signed by the President in early August, permits the sale abroad of certain surplus property.

The proceeds will be used to send an undesignated number of American students to study at foreign universities, and to bring foreign students here.

The agreements are limited to not more than $20,000,000, and to an expenditure of not more than $1,000,000 in any one foreign country.

Details of the scheme are to be worked out by the new board, and the program will be under jurisdiction of the State Department. It is hoped that it will be launched during the current school year.

Russell Sackett

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THE COUNTRY OVER

The People's Health

Support for the Administration's proposed national health program came from the National Conference on Cooperative Health Plans which met in August at Two Harbors, Minn. With provisos for safeguarding the voluntary health plan movement and consumer control, the conference went on record as approving "the principle of public responsibility for assuring the availability of health and medical services for all the people, without economic or other barriers" and as supporting "larger grants to states for public health purposes and nationwide health insurance under public auspices."

The conference also adopted a constitution for a national federation of voluntary medical service plans to be known as the Cooperative Health Federation of America. Directors elected to the seventeen-member incorporating board included representatives of the CIO and the AFL, as well as cooperators from the United States and Canada. Medical care and hospitalization plans serving more than a million persons are eligible for membership.

Looking Forward

In submitting his final report on national health insurance to the full Senate Committee in September, Senator Claude Pepper, chairman of the subcommittee on health and education, said investigations of the committee showed that sickness and accidents cost taxpayers in the United States more than $8,000,000,000 a year. He expressed regret that Congress had dissolved the subcommittee and hoped that the next Congress would provide some means for the group to carry on its work.

The National Health Bill, on which Senator Pepper's subcommittee held hearings during the past congressional session, brought forth, in addition to strong opposition, more widespread support than had been anticipated, according to a recent release from the Committee for the Nation's Health. However, the hearings terminated too late to permit a revised bill to be worked out for report to the Senate before the close of the session.

In addition to the opposition which the bill faced this year, if reintroduced in the next session it will be up against the substitute bill sponsored this spring by Senators Taft, Smith, and Ball. The Taft bill (S. 2134) provides limited federal grants-in-aid to be utilized by states for helping needy persons obtain medical care. In contrast with this, the National Health Bill provides for a program for health insurance, liberalizing existing social security services and facilities, and extending coverage to some fifteen million persons now excluded.

Towards Consolidation

Discussion at the first National Conference on Local Health Units in Ann Arbor, September 9 to 13, centered around the legal authority and methods by which the more than 155,000 local governments could consolidate their public health services into as few as 1,200 administrative units. (See page 251.) Sponsored by the American Public Health Association, 100 state and local health officers from the forty-eight states explored revisions in tax structure, personnel problems, the development of citizen participation, standards for local health service, and other practical problems relating to this objective.

Recent passage of the Hospital Construction Act (see *Survey Midmonthly*, September 1946, page 231) lent particular timeliness to the conference. This act requires an over-all state plan for hospitals and health centers before any grants-in-aid for construction are made to the several states. For health centers and public health services, such a plan is available as a result of the APHA study of local health units directed by Dr. Haven Emerson.

La Guardia Plan

The Health Insurance Plan of Greater New York, first proposed by former Mayor Fiorello H. LaGuardia, launched a campaign in July to enroll the city's 100,000 city employes in a program to provide comprehensive medical and surgical services for all persons living or working in New York City and earning up to $5,000 a year. In August, bids were sent to concerns, institutions, trade associations, and union groups.

The plan covers physicians' services in homes, offices, clinics, and hospitals, including surgical and obstetrical care, and diagnostic and consulting service. According to the announcement, "medical care . . . is provided through group practice along the lines employed in famous medical centers. . . . The subscriber has a personal family-doctor relationship with the physician of his choice, but he also has the benefit of the skills of the whole group, which works together as a team in his behalf." The plan is expected to start functioning in October with twenty or thirty teams of doctors. Each team will include fifteen to twenty-five general practitioners, specialists, and surgeons.

The annual premium, of which the employer pays at least half, is $29 for a single individual, $58 for a married employe and his wife, and $87 for employes with families of three or more persons.

HEART DISEASE

Recent months have seen a variety of projects for the study and treatment of rheumatic fever. A revealing set of figures on the ravages of this disease was presented recently by Dr. T. Duckett Jones of Boston before the House Subcommittee on the Physically Handicapped. He reported that rheumatic fever causes almost 40 percent of all heart disease and affects about 1,000,000 Americans whose life expectancy is cut to around fifteen years less than normal.

It is the leading cause of death among school children. About one out of every five children contracting the disease dies from it within ten years; two others of that five will have some permanent heart damage after ten years. It causes almost five times as many child deaths as the combined total from infantile paralysis, whooping cough, diphtheria, scarlet fever, measles, and spinal meningitis. Yet only 3 cents a case was being spent for research and treatment a year ago as compared with $94 for each victim of poliomyelitis.

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The urgent need for research on the prevention and cure of this disease is stressed by Dr. David Rutstein in an article in the May issue of the *American Journal of Public Health*. Although poverty, city life, climate, and dampness are known to be factors in the disease, no cure has been found as yet.

However, in Dr. Rutstein's opinion, in spite of our lack of knowledge, a coordinated community program could go far to lessen the burden of this chronic and costly disease on the individual and the community. Such a program could provide for a registry of known patients and a file of community services, for precise diagnosis through clinics or consultants, and for necessary foster or convalescent care.

The American Council on Rheumatic Fever has worked out a national plan coordinating these local programs, according to Dr. Rutstein, but the plan has been delayed because of lack of public awareness of the need to support it. The council was set up two years ago under the leadership of the American Heart Association and other interested organizations to stimulate and coordinate the study of this malady.

Research and Funds

An outstanding research project on rheumatic fever has been undertaken recently at Baltimore's Johns Hopkins University, financed by the joint fund recently set up by 146 United States insurance companies for an all out attack on heart disease. (See *Survey Midmonthly*, January 1946, page 16.) Dr. Francis Schwentker, head of Hopkins pediatric staff, and Dr. Helen Taussig, head of the Hopkins Children's Heart Clinic, will direct research for prevention and cure of the ailment. Dr. Taussig, famed authority on "blue babies," is studying the sociological factors, such as poverty and crowded housing, which seem to further the spread of the disease.

Another research project to find a cure for rheumatic fever, is being conducted by the navy. Work is being carried on at the navy's treatment center for rheumatic fever patients at Dublin, Ga., where 102 patients have been selected for clinical investigation.

The disease was particularly prevalent during World War II — 13,344 cases occurring in the navy alone from the beginning of the war up to January 1, 1945.

The Life Insurance Medical Research Fund has awarded nine fellowships for research in this field — four for postgraduate research and five for student training. This brings the funds allocated for research in heart ailments to a total of $621,000. The fund is located at the New York Academy of Medicine, 103 Street and Fifth Avenue, New York 29.

The American Legion and its auxiliary in late spring contributed $50,000 to the American Heart Association's battle against heart disease and rheumatic fever. Half of the money will be spent in obtaining reportable data on rheumatic disease, in stimulating a case-finding program in schools and community agencies, in initiating an immediate guidance program for prevention and care, and in the vocational rehabilitation and training of victims. The remaining $25,000 will be spent for research.

In Print

The Community Service Society of New York has published a revision of "Cardiac Conditions," Guide for Public Health Nurses No. 4. Prepared by nurses of the society's department of educational nursing, it is intended "to serve as a guide for nurses in a family health service by providing quick access to authoritative information about cardiac conditions." Ten cents a copy (quantity rates) from the society, 105 East 22 Street, New York.

Education

The Metropolitan Life Insurance Company will conduct a major campaign this fall and winter to educate the public about heart disease, according to a statement by the company. Although there has been a substantial drop in the death rate from this ailment during the past quarter century, the rate "still leaves much to be desired in the field of early diagnosis and immediate initiation of adequate cardiac regimes."

Over twenty thousand field representatives of the company will distribute to the homes of policyholders a pamphlet "Your Heart" prepared in cooperation with the American Heart Association. The company is also preparing an educational film, which will be available for theatre distribution in January and later in form suitable for showing to private groups. Material of special interest to doctors or professional groups will be distributed on request. Reproductions of the scientific exhibit on heart ailments, first shown at the recent American Medical Association conference, will be available.

Information and literature may be obtained from the company, 1 Madison Avenue, New York 10.

CANCER

Identical bills which would have authorized expenditure of $100,000,000 to seek the cause and cure of cancer (H.R. 4502 and S. 1875) were reported favorably by committees in both houses of Congress last session. The proposal was defeated in the House, because, it was argued, additional research, if needed, should be carried on through the U. S. Public Health Service.

Protesting the action as not representing American opinion, Julius Jay Perlmutter of the National Citizens Committee, advocate of government action for cancer control, declared in a telegram to *The New York Times* that "eighty-seven percent of the people indicated [in opinion polls] that they were heartily in favor of spending at least $100,000,000 on cancer research even though it meant increased taxes."

Sponsors of the bill had pointed out that since 1900 cancer has advanced from ninth to second place on the list of killers. Approximately 175,000 Americans die of the disease each year.

In August, Mr. Perlmutter announced the formation of the National Cancer Foundation to press for government action against cancer and to lead other activities seeking care of cancer victims not now handled by an organized group. Mr. Perlmutter is president of the organization. Among its directors are Fiorello H. LaGuardia, director general of UNRRA, Walter P. Reuther, Philip Murray, and Norman Corwin. It is affiliated with Sponsors of Government Action Against Cancer and with the National Foundation for the Care of Advanced Cancer Patients.

New Law

Legislation for the treatment of cancer patients unable to pay for care was passed this year by the state legislature in Mississippi. These patients may now be treated in any hospital in the state which is approved by the Mississippi division of the American Cancer Society and is equipped to treat

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this disease. The county health officer and one other reputable physician must sign an affidavit that the patient is in need of this care.

Prevention

A cancer prevention clinic was opened recently at the Hospital for Joint Diseases in New York City, for the purpose of examining apparently well people. Like the Strang Clinic at Memorial Hospital, the clinic urges individuals with no sign or symptom of any disease to come in for an examination.

The work of the New York City Cancer Committee in promoting and assisting these clinics was officially approved in May of this year by the Medical Society of the County of New York.

During the summer, the committee also undertook two special educational projects which involved distribution of cancer literature to all tenants of several large housing projects and apartment houses, and the launching of a program for organized labor. In connection with the latter, the committee announced that many AFL and CIO unions had pledged active participation.

The committee reported that during the first six months of 1947, it had sponsored 271 lecture and film programs at clubs, schools, churches, and union halls. Ten new folders and booklets on cancer were published. Single copies of folders are available free from the committee, 130 East 66 Street, New York 21.

New Foundation

Dr. Albert Soiland gave his entire life savings of nearly $1,000,000 to establish the Albert Soiland Cancer Foundation, shortly before his death in May. The assets will include the California Medical Building in Los Angeles, with its $50,000 a year income.

The foundation plans first to endow fellowships for promising young doctors in cancer research in recognized medical schools. Later it hopes to provide hospital beds for cancer patients.

Recommendations

A recent report on cancer control from the U. S. Public Health Service contains the recommendations of a special committee on the National Advisory Health Council. Appointed in 1944 by Surgeon General Thomas Parran, in anticipation of a postwar increase in cancer control activities, the committee recommends more comprehensive courses in cancer at medical schools, more postgraduate training, and cancer education for practicing physicians. It suggests also that the National Cancer Institute aid in developing model cancer treatment centers throughout the country; expanding its research work, including the training of research fellows and the program of grants to other institutions; and assisting state health departments in cancer control.

Cooperation

The cancer commission of the California Medical Association has joined forces with the California division of the American Cancer Society to bring up-to-date information on cancer to everyone, according to the *Journal* of the American Medical Association. Plans include setting up cancer information centers, detection centers, consultation clinics and, in the distant future, cancer hospitals.

A similar instance was reported recently from Idaho where, according to the *Journal*, the Idaho State Medical Association is cooperating with the program of the Idaho division of the American Cancer Society. Their program includes popular education on cancer, a state survey to determine the incidence of the disease, and graduate education for practicing physicians.

Social Hygiene

In early summer the Navy Bureau of Medicine reported that the VD rate among navy men had risen rapidly since VJ-day. An intensive educational campaign had cut the rate to 28 per thousand men during the war, but even by March 1946 the average total was 77.3 per thousand men: 66⅔ in the U. S., 83.7 overseas, and 92.7 aboard ship. In general the reasons seemed to be due to more generous shore leaves and overconfidence in quick cures.

In September, *Time* magazine carried the report that among our army occupation forces in Germany, the rate had risen to an all time high, 305 cases for every thousand. In one city, army psychiatrists had noted a growing number of mental cases whose symptoms were obsessions of guilt as a result of sexual promiscuity.

At home, veneral disease remains one of the most urgent national public health problems. The 79th Congress had been willing to make permanent the May Act, originally passed as a wartime measure, making prostitution in the vicinity of a military or naval establishment a federal offense. However, it defeated the bill which would have continued the social protection program of the Federal Security Agency. Chief arguments against it were that prostitution and sex delinquency were local problems and that local laws and machinery were adequate to deal with them; that the bill provided for creation of another federal bureau and was an attempt to perpetuate a wartime agency; and that it would "virtually make the Federal Security Administrator adviser to and censor of grown-ups and adolescents of this country in all matters pertaining to sex life."

In many states educational programs have been launched and, taking advantage of newer treatment methods, more state boards of health have been supporting establishment of rapid treatment centers, in the effort to wage more effective war against the social diseases which every year produce crippling handicaps, insanity, and death among thousands of Americans.

International Committee

A liaison committee for international social hygiene agencies and activities has been set up for service during the period of transition from war to peacetime relationships among nations, reports the August *American Journal of Public Health*. Committee headquarters are Room 1401, 1790 Broadway, New York 19. Dr. William F. Snow is serving as chairman, Jean B. Pinney as secretary-treasurer, and Bascom Johnson as special consultant.

"Corky the Killer"

One of the most original pieces of literature to come out in the educational campaign against venereal disease is "Corky the Killer," by Harry A. Wilmer, M.D., author of "Huber the Tuber," a volume on tuberulosis. A bound volume of seventy-some pages, the book was published this year by the American Social Hygiene Association. It is so arranged that the adventures of Corky, "the leader of the Spirochetes," are told in story form on the upper half of the page and a paragraph

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of factual information pertaining to the story content is found on the lower half of the page. The story of syphilis is traced from the invasion of the spirochetes until they are vanquished by treatment.

One dollar from the association, 1790 Broadway, New York 19.

New Weapon

A comic book series, new weapon in the battle against venereal disease, is being developed by North Carolina's Venereal Disease Education Institute. The first of the series, "Doc Carter Comes to Carbiville," deals with the problem of syphilis, showing how normal Americans in normal situations contract venereal disease, and stressing the necessity for immediate examination by a competent doctor, immediate treatment, and the advisability of continence before marriage.

According to the institute, thousands of orders for the book have come from cities all over the United States. Large orders were placed also by the Canadian government for both military and civilian use, and two South American countries asked for translations into Spanish.

Bill Hinnant, an artist who is deeply interested in sociology, is responsible for the creation of the booklet. Ideas are gotten from visits to rapid treatment centers and talks with health educators and field workers of the State Board of Health and the U. S. Public Health Service. Besides being approved by members of the institute staff, each story is checked before publication with a minister and a doctor.

The institute is located in Raleigh, N. C.

Special Course

The University of California is giving a special postgraduate medical course on diagnosis, treatment, and control of venereal disease this fall. The course, which includes lectures and clinical demonstration, was arranged so that it could be covered by the GI Bill of Rights.

Action in California

Although the state department of public health in California is giving full support to local communities' fight against prostitution, weekly reports from various parts of the state indicate difficulties because of the rapid rate at which additional houses of prostitution are being opened, according to the *California Health News.* Reports also show that the percentage of VD infections acquired from prostitutes has increased greatly — in some instances, doubled — in the last few months.

The acknowledged difficulty here, as in many other states, is the gap between enforcement agencies and health departments. During the summer, the governor's Law Enforcement Advisory Committee recommended establishment of VD control committees in each community, membership to consist of the health officer, district or city attorney, one or more judges, chief of police, and sheriff.

And another recommendation was the substitution of heavy jail sentences for the fines which are too easily paid from the profits of these lawbreakers.

Legislation in Canada

The Health League of Canada reports that in their 1946 sessions the provinces of Prince Edward Island and Manitoba enacted premarital health examination legislation, including the blood test for syphilis. Similar laws were enacted in Alberta and Saskatchewan in 1945, and in British Columbia in 1938.

In Print

The proceedings of the 1944 National Conference on Postwar Venereal Disease Control have been published as a 213-page pamphlet, under the title, "Postwar Venereal Disease Control." The conference, called by the U. S. Public Health Service, was a planning conference and, according to authorities in the field, this volume "will be standard reference material for a long time to come."

Thirty-five cents from the Superintendent of Documents, U. S. Government Printing Office, Washington 25.

Education

A new kind of university department, planned to develop educational methods for combating "hate propaganda" is announced by the University of Tampa (Fla.). The department, which will deal with both cultural and personal relations, is the first of its kind in the South. It is hoped that it will become a center for scientific eradication of interracial misunderstanding, friction, and conflict.

Courses, all on a graduate level, are being offered this year under the sponsorship of the Tampa Ministers Association. They are designed especially for clergymen, social workers, and teachers, including teachers in training. Eventually, the department also will offer undergraduate courses and sequences.

In range, the new unit will deal with minority problems, as well as with group tensions, and will seek to clarify psychological factors in group relations. The department is also organizing a speakers bureau, to provide speakers and discussion leaders for churches, colleges, schools, and clubs in Florida.

The work of the department is being directed by Dr. William G. Neiderland, professor of medical psychology at the University of Tampa.

Teacher Shortage

A teacher shortage more serious than that of any war year is reported by Harold J. Bowers, supervisor of teacher education and certification for Ohio. The rural schools, with 1,532 vacancies, have the greatest difficulty in filling positions. Cities report 316 vacancies, and village districts 183 — a total of 2,031 for the state. Of these vacancies, 50 percent are in elementary classrooms, with teachers acutely needed also in music, physical education, business education, industrial arts, home economics, and agriculture.

Mr. Bowers states that the situation is due to a continuing loss of teachers to better paid fields, decline in the enrollment of new teachers, and larger student bodies. Teachers now in training will not supply more than 10 percent of the demand (see "If We Want Schools—" by Beulah Amidon, in *Survey Graphic,* July).

Strike Settlement

The nine-day strike of the Norwalk, Conn., public school teachers ended with an apparent victory for the strikers (see *Survey Midmonthly,* September, page 237). After two conferences in the office of Governor Raymond E. Baldwin at Hartford, in which state officials, town officials, and spokesmen for the teachers participated, an agreement was reached recognizing the Norwalk Teachers Association as bargaining agency for the 236 teachers in Norwalk. Further, the agreement provided for an increase of $65,000 in the teachers' salary budget. This was

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about $33,000 less than the teachers demanded, but substantially above the best previous "offer" of the town officials. Alonzo G. Grace, state commissioner of education, acted as intermediary in reaching the settlement.

It was Commissioner Grace who closed the schools on September 4, because he considered it a hazard for the 6,200 pupils to be permitted to attend without adequate supervision. At that time, he stated, "As a whole, teachers have been substantially underpaid for a long time."

In Print

The fifty-first annual report of the Public Education Association (20 West 40 Street, New York 18) has sections of special interest on the All-Day Neighborhood Schools, and on "Unfinished Business in Public Education."

"Youth and Citizenship: A Guide for Planning Club and Community Programs," compiled by *The New York Times*, is based on a conference on youth problems held by *The Times* and The General Federation of Women's Clubs in May. It includes bibliographies.

The story of how the nation's largest war housing project — Vanport, Ore. — set up and administered a new school system, including 24-hour care for many children of wartime shipyard workers, is told in "6,000 Kids from 46 States." The illustrated, 100-page booklet is available from Vanport City Schools, Portland 17, Ore. Price $1.25.

Bias in College

A drive to put through a bill in New York State barring racial and religious discrimination in institutions of higher learning was launched at a day-long conference held in New York City on September 23. Such a bill was introduced in the last legislature, but the measure was never reported out of committee.

It has now been revised, the chief change being to assign responsibility for its administration to an independent committee within the Department of Education, instead of to the State Commission Against Discrimination. The new form of the bill also provides that the penalty for violation (loss of tax exemption) should not be automatic, but should be incurred only after a final order by the commission and the refusal of the institution to eliminate discrimination.

The New York City Council by unanimous vote last month established a special committee to investigate alleged discrimination against students seeking entrance to professional and graduate schools in the city. The committee will hold both private hearings and public sessions. The chairman, Councilman Walter R. Hart, has announced that if the committee finds discrimination it will recommend new laws to correct conditions.

Parent Schools Criticized

Special schools for parents of delinquent children are not a remedy for juvenile delinquency and may do more harm than good, according to the report of a four months study of a much publicized San Francisco experiment, released last month by the National Probation Association, 1790 Broadway, New York. A sampling inquiry was made for the association by John Schapps, field consultant of its western office. He found that the results of special "compulsory education" for parents of young delinquents do not support the claims of "spectacular success" widely made for the plan. He pointed out that "no such sweeping claims" have been made by the director of the San Francisco center.

Among the community hazards seen by the association in such segregated schools for the parents of young delinquents are neglect of parent education programs available to all, and of special services needed by some families. The stigma attached to court-ordered attendance was found to endanger family relations, as did the resulting breakdown of the child's respect for his parents.

The study indicates that group instruction of parents of young delinquents is valid only as part of a "comprehensive educational health and welfare program," and that it cannot be considered a substitute for personal counseling or casework.

Employment

The protection of young workers is one of the major items on the agenda of the Conference of the International Labor Organization, in session in Montreal at this writing. Three proposed conventions (treaties) dealing with this problem are before the delegates. Two of them cover medical examinations to establish the fitness of minors for employment—one in industrial occupations, with special provisions for hazardous tasks, the other in nonindustrial jobs. The third would extend existing restrictions on night work in industrial occupations to nonindustrial employment — street trades, bowling alleys, theaters, and so on.

If the conventions are adopted, governments must refer them within eighteen months to their legislatures. Governments which ratify are obligated to apply the treaty provisions, and to submit annual reports to the International Labor Office on how this is being done.

Seventy-six conventions have been adopted by the 28 previous ILO Conferences, 52 of which are in force today.

Fact Finding

Fact finding in industrial disputes, admittedly still in the experimental stage, is recommended in a recent report by Secretary of Labor Lewis B. Schwellenbach as the most hopeful present method of reducing employer-employe friction and strife. The report represents the findings of three experts, Nathan Feinsinger, Clark Kerr, and John Ernest Roe, who served as the fact finding board in the dispute between the Milwaukee Gas Light Company and the local of the United Gas, Coke, and Chemical Workers (CIO). The report stated that both labor and management are opposed to a system of compulsory arbitration, imposed by law. The board sees no hope in voluntary arbitration as a means of settling industrial disputes. While it acknowledges that the fact finding does not always succeed, the report submits that this is at present the most promising method of procedure, and ascribes to it the advantages of flexibility, simplicity, and relative speed.

In Print

"Look Before You Leap" is a brisk and breezy pamphlet, prepared for the high school student tempted to leave school and take a job. Price five cents from the National Child Labor Committee, 419 Fourth Avenue, New York 16.

The Industrial Relations Section, Princeton University, Princeton, N. J., has compiled a brief, annotated bibliography on "Channels of Communication in Industrial Organization." Price

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ten cents, from the university press.

"Labor Looks at Education" was the topic of the 1946 Inglis Lecture at Harvard, given by Mark Starr, educational director of the International Ladies' Garment Workers Union. It is now published as a 48-page book, cloth bound, by the Harvard University Press. Price $1.

Extension Plan

The Committee for the Extension of Labor Education has launched a drive for support of bills introduced in the last session of Congress to establish a Labor Extension Service in the U.S. Department of Labor. The service would correspond to the Department of Agriculture's extension service for farmers. Hilda W. Smith, formerly director of the Bryn Mawr Summer School, who headed the WPA workers education program, is chairman of the committee. The group includes representatives of the AFL, the CIO, and other labor bodies.

The bills, introduced by Senator Elbert D. Thomas of Utah and Representative Andrew J. Biemiller of Wisconsin would provide federal funds amounting to about $10,000,000 a year to establish a labor extension program through state universities, land grant colleges, and other public educational agencies. The type of service would be determined not by the federal government, but by labor groups interested in obtaining educational aid, including exhibits, conferences, movies, forums, and demonstrations, as well as classes. The comparable service of the Department of Agriculture now uses more than $44,000,000 in federal, state and local funds annually, for the benefit of some 6,000,000 farmers and farm families. The headquarters of the committee are at 902-A 20 Street, Washington 6, D. C.

Discrimination Case

A report issued last month by the New York State Commission Against Discrimination showed that "a Jewish person seeking employment in the Brooklyn Borough Gas Company was handicapped because of his ethnic origin and that the Negro was weighted by the traditional conception of his role in industry."

And the report also added that the company had accepted four recommendations submitted to it by the commission "to insure the exclusion of all factors in employment save competency." Before the investigation was completed, the report stated, Mary E. Dillon, president of the utility company "had moved to make its personnel reflect a larger proportion of Jews and Negroes by the voluntary adoption of some of these recommendations."

The investigation was requested by Miss Dillon, the commission pointed out, after the American Jewish Congress had charged job discrimination against adherents of the Jewish faith. Subsequently, the National Association for the Advancement of Colored People urged the inquiry, and the Communist Party charged that "the doors of the company have been completely barred to Jews, Negroes, and Italians."

The report stated that the company had 352 employes, 11 of them Jews and 9 Negroes, with two of the Jewish employes in important executive positions. The communist charge, it declared, was "without the slightest foundation."

Professional

Just before adjournment, Congress rushed through H.R. 7037, the Social Security Amendments of 1946, which increases the adequacy of assistance grants in all states and doubles the amount available for child welfare services. A compromise measure, the bill was put through as a temporary expedient to meet the immediate problem of rising living costs, and is applicable only until the end of 1947.

Specifically, it provides that the federal government shall reimburse the states for the first $15 in old age and blind cases, averaged over the whole caseload, and two thirds of the first $9 for ADC children. Above that amount, matching will continue on a fifty-fifty basis up to the maximum federal payments. Provisions apply to all states alike and became effective with the quarter beginning October first.

For Oldsters

Because of the rapid increase of the numbers of people over 65 years of age in our population, the Federal Council of Churches has announced plans for a two-year study of religious ministry to older people. The study, to be carried on in Chicago under the supervision of the council's commission on religion and health, will endeavor to discover how the resources of religion can be of special help to older people.

Social Work Careers

A long range recruitment plan to remedy the shortage of social workers was undertaken a year ago by the Virginia Federation of Social Workers. The August issue of *Virginia Public Welfare* carries the report of Sue R. Slaughter who served as chairman of the Hampton Roads Chapter committee, which shows that, as a result of talks to high school student groups and civic organizations, ninety individuals had requested further information and counseling interviews. One member of this committee gave talks at eight high schools, reaching 650 students. Fifteen of these students are now definitely planning their college work to lead toward social work careers.

Seminar

The New School for Social Research has announced a new fifteen-week seminar for teachers, settlement workers, and others working with young people. The course, "Young People's Groups: Some Problems in Mental Hygiene" will be taught by Rudolph Wittenberg, and will emphasize the application of psychiatric concepts to daily experience. It will also offer practical suggestions in recognizing and coping with maladjustments in young people.

Mr. Wittenberg is a psychiatric social worker whose experience has been in dealing with problems of young people in settlement houses and schools.

New Medical Journal

American Practitioner, a new monthly medical journal for the "family doctor" is being launched by the J. B. Lippincott Company of Philadelphia. The announced purpose of the magazine is to "evaluate current medical practices for the general practitioner who requires reliable postgraduate information." Editor of the magazine is Dr. John B. Youmans, professor of medicine at Vanderbilt University.

Study of Nurses

At the request of the National Nursing Council, the U. S. Bureau of Labor Statistics has begun a study of the socio-economic status of nurses.

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according to a recent issue of *School and Society*. Questionnaires are being sent to a representative sampling of 40,000 registered nurses to determine salaries, hours, working conditions, and job attitudes. Additional interviews will be held in an attempt to determine why nurses leave their profession for other fields and why there is so much shifting from one position to another in the profession.

Crime Characteristics

On the basis of evidence to date, crimes committed by veterans "tend to be crimes against the person," according to Sylvan Furman, acting director of the Brooklyn Veterans Service Center. "When crimes against property are committed, they often appear to be motivated by other than a desire for financial profit. Furthermore, veterans seem to commit isolated impulsive offenses rather than to embark on a systematic criminal career." "Veteran, Community and Court," National Probation Association, 1790 Broadway, New York 19.

For the Disturbed Child

In response to numerous inquiries about its program, the Ryther Child Center for emotionally disturbed children in Seattle has prepared a "Monograph on Organization and Operation" in mimeographed form. The center came into being ten years ago to care for children whose behavior difficulties or emotional problems were such that no existing institution or home could cope with them.

One vital feature of the work at Ryther, according to the report, is the centralization of responsibility for each child in one caseworker, who utilizes the center's resources—foster home, placement in one of the two treatment institutions, psychiatric treatment — according to an integrated plan for the child.

The report is available from the center, 4416 Stoneway, Seattle. Subsequent monographs are planned on specific phases of the work such as psychiatric consultation in a treatment center or the use of authority in therapeutic practice.

Crime Prospects

Final 1945 FBI reports from 2,000 cities with a combined population of more than 65,000,000 showed a 12.4 percent increase in the number of crimes committed over 1944. This is the biggest percentage increase in fifteen years. Timely, therefore, is the National Probation Association's yearbook, edited by Marjorie Bell, assistant director, under the title "Social Correctives for Delinquency."

People and Things

Attorney General Tom C. Clark warned recently that over 112,000 aliens, members and veterans of the armed forces, have failed to take advantage of their right to quick American citizenship. The Second War Powers Act of 1942 provides many short cuts to citizenship for aliens who enlisted or were inducted into the service prior to December 28, 1945. However, this act expires on December 31.

Eligible aliens still in the army should apply to their commanding officer; those honorably discharged, to the nearest office of the Immigration and Naturalization Service.

Health Committee

The Committee for the Nation's Health, organized this year to work for enactment of a national health insurance law as an extension of the system of social security, elected five new board members at a September meeting. The new members are: Barry Bingham, editor and president of the Louisville *Courier Journal;* Dr. John V. Lawrence, assistant professor of clinical medicine at Washington University; Dr. Raymond M. Walls, chairman of the dental economics committee of the American Dental Association; Carl C. Lang, vice-president of the Continental Bank and Trust Company of New York; and V. Henry Rothschild, New York attorney.

Job Changes

Dillon S. Myer, formerly director of the War Relocation Authority, has been appointed commissioner of the Federal Public Housing Authority, to succeed Philip Klutznick. Following his resignation, Mr. Klutznick returned to law practice in Omaha.

James L. Fieser has resigned as assistant to the president of the National Safety Council.

Virginia Elliman, R.N., has been appointed director of nurse enrollment of the American National Red Cross. Miss Elliman, who has been serving as assistant director of disaster nursing and acting director of public health nursing for the Red Cross, will continue to carry the latter job in addition to her new responsibilities.

New Hours

The Russell Sage Foundation announces that, beginning October 1, the library on the eighth floor will be open Monday to Friday—8:45 AM to 9 PM; Saturday—8:45 AM to 5 PM.

The Graphic's Fare

The *Survey Graphic* for October offers a number of articles especially interesting to social workers: "Ten Million Women," by Margaret Hiller and Beulah Weldon Burhoe; "The World Health Organization," by René Sand; "Women for Peace and Freedom," by Emily Greene Balch; "School Health in Ecuador," by Frances McStay Adams; and "The Oldest Man in the World," by Percy MacKaye.

Friends Annual Meeting

"Religion and Mental Health" will be the theme of this year's program of the Philadelphia Yearly Meeting of Friends, to be held at the Race Street Friends Meeting House in Philadelphia on October 28. An afternoon town meeting will be followed by a dinner and an evening session.

The address of the evening—"How Can Religion Solve Tensions?"—will be given by Seward Hiltner of the Federal Council of Churches.

Died

On September 8 at her home in New York City, Mrs. Dorothy Harrison Eustis, founder and former president of The Seeing Eye, Inc., the philanthropic institution that has supplied more than 1,300 guide dogs to the blind.

On September 19, Dr. Henry Winfred Thurston, of Montclair, N. J., at the age of 85. For nineteen years until his retirement in 1931, Dr. Thurston was head of the children's department of the New York School of Social Work. Author of several books on juvenile delinquency, and for several years, a *Survey* contributing editor on children, Dr. Thurston was widely known as a leading social worker for three decades.

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BOOK REVIEWS

ALL THESE PEOPLE: The Nation's Human Resources in the South, by Rupert B. Vance and Nadia Danilevsky. University of North Carolina Press. $5.

IN 32 CHAPTERS, 146 TABLES, AND 281 figures, the authors analyze the ecological characteristics of the Southeast under five general categories: The Dynamics of Population, Population and Agrarian Economy, Population and the Industrial Economy, Cultural Adequacy of the People, and Social Policy and Regional-National Planning.

They have divided the United States into six major regions, following Howard W. Odum's *Southern Regions of the United States.* This required recomputation of all the census materials used—a monumental job in itself. An enormous number of questions about ecological conditions in these regions is answered within the limits of the available data, up to 1940, the analysis being focused on the Southeast. The writing is concise, clear, and full of meaning; with a few exceptions, the maps and figures are also clear, legible, and easily understood.

This is a rewarding book with a fine index, for it is a careful, scholarly work in a field of basic importance to the present and future welfare of the country. It has been a continual marvel to me why we continue to neglect and wastefully exploit our most valuable natural resource—people.

The authors discuss the relation of the research scientist to social policy and social planning and conclude that all the South wants is to share equally in the nation's future. In almost all regional comparisons, the Southeast comes off a poor sixth. The rest of the nation should hasten the achievement of approximate regional equality. The Southeast is capable of producing much more wealth, and therefore a higher standard of living (and lower birth rates) than it is doing at present. This has been demonstrated in the electrified Catawba Valley, as the book proves to the hilt. It is being demonstrated on a large scale in the TVA.

When the Southeast equalizes its socio-economic position, or before, we shall be faced with a declining population. If we then adopt a policy aimed at increasing or stabilizing the rate of population growth, it should apply equally to all parts of the country. The nation cannot afford to allow the Southeast to continue to be "Problem Region Number One," nor can it permit any other region to become a problem area. Any region or social class that exploits the human resources of other regions or social classes will surely suffer severely in the long run. We are as certainly "One Nation" as we are "One World." War and imperialistic exploitation are to the international community what regional differentials are to the nation. Unless we can attain democratic equality within the nation, our chance of creating "One World" seems slim indeed.

READ BAIN
Miami University, Oxford, Ohio

MEDICINE IN INDUSTRY, by Bernhard J. Stern, Ph.D. Commonwealth Fund. $1.50.

THIS BOOK IS A REVIEW OF THE sociological aspects of industrial medicine, written at the request of the New York Academy of Medicine's Committee on Medicine and the Changing Order. It deals with the scientific, social, and legislative backgrounds of industrial medicine, the problem of disabled workers, preventive services, medical care programs, and the industrial physician.

Mr. Stern emphasizes that the relatively slow progress of the science of industrial medicine is due to lack of employer cooperation, to the inadequacy of medical schools' training in industrial problems, and to the uncooperative attitude (until recently) of the medical profession and the community at large toward the industrial physicians. Effective correlation has also been lacking among the agencies (federal, state, local, and union) that deal with the health and safety of workers and with the problems of compensation.

One of the most difficult problems in the field of industrial health is the provision of services for the small plants. Over 95 percent of the manufacturing plants in the United States have less than 250 employes, and these plants, which employ approximately half of all the workers in the country, are the worst offenders in regard to industrial health and safety.

The development of preventive services and health insurance plans and the interests of trade unions in industrial health are briefly reviewed. The conclusion is reached that "the plans singly and together now provide a measure of protection against the cost of sickness to but a small fraction of the population of the United States and provide direct medical services to a negligible percentage of the total."

This is a valuable introduction to the problems in industrial health, primarily from a social and economic viewpoint. The scientific aspects are not within the scope of this study, and the references quoted are mainly nontechnical. The approach is broad; the book might have been improved by more complete discussion and interpretation of the mass of statistical data presented, but it is valuable because it correlates many of the problems which exist. It may be read with benefit by industrial physicians, social workers, public health workers, and employers who are interested in elevating standards of health and safety.

I. DONALD FAGIN, M.D.
Medical Director, The Health Institute of the UAW-CIO

CHANGING YOUR WORK, by J. Gustav White. Association Press. $2.50.

FROM A BACKGROUND OF COUNSELING 25,000 persons, during his 25 years of experience in the YMCA, Whittier College, and the California State Department of Education, Mr. White has a story to illustrate every point he makes in his new book.

His theme is that the postwar situation will necessitate a job-change for an estimated 25 million persons. When faced with a necessity for change, he believes, people react in one of four ways: they may run away and seek to escape a new adjustment; they may give up and consider themselves beaten; they may rebel and fight; or they may accept the situation as a problem and work for a solution.

After a short chapter on the situation expected to develop in the labor market, the next 100 pages are addressed to nine specific groups or situations—the displaced war worker, the returned serviceman, the new graduate, the woman worker, the physically and the emotionally handicapped, the worker that is dissatisfied with his

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job, and the worker that has been fired. Here is the most valuable material of the book, giving ample proof that the author has had first hand experience in working in a wide variety of critical situations.

The last section describes the principles and practices of guidance, including self-appraisal, the use of tests, making a labor market inventory, and the place of the counselor in a guidance program. The author puts rather more emphasis on the use of tests than many other experienced counselors may feel to be justified.

Mr. White has addressed himself directly to the client in a popular and informal style. The result is a highly readable book which contains a great deal of valuable information.

MARY H. S. HAYES
Consultant, Vocational Advisory Service, New York City

CIVILIZATION AND GROUP RELATIONSHIPS, Edited by R. M. MacIver. Institute for Religious Studies. Distributed by Harper. $2.

THIS SERIES OF ADDRESSES AND DISCUSSIONS continues the pioneer contributions to the field of intergroup relations inaugurated by the Institute for Religious Studies at the Jewish Theological Seminary of America. Its editor is R. M. MacIver, professor of political philosophy and sociology, Barnard College and Columbia University.

The factors discussed in relation to the problem of national unity, as well as to the hope for world peace, are as numerous as the twelve competent contributors. The book, like most of those to which a number of writers contribute, lacks the continuity and cohesion which one might desire. It is not, and surely was not intended to be, a definitive work on the various aspects of both group relations and civilization.

However, such varied factors as social change, education, law, cultural clashes, economics, and religion which are among those discussed, most centainly are central if not definitive.

The discussions are very wisely presented from two viewpoints: consideration of the national welfare rather than that of the specific minority; evaluation of the effects, intellectual and spiritual, within the minorities themselves. This places specific problems of intergroup relations in their proper setting; as the editor puts it, " . . . a fight for truth against prejudice and misrepresentation, for the brotherhood of men, for the unity and strength of our land."

E Pluribus Unum is the claim and the promise of America, Mr. MacIver says, one nation made of many, accepting the differences, the contributions of all. To realize such a civilization of cultural pluralism, an inclusive "consciousness of kind" must be developed. This is a job for which the family, the school, the church, the civic agency, and the state must be enlisted, and in that order.

All the contributors agree on the threat which prejudice presents against the democratic way of life. One might say with equal confidence, that if group relations in America are not improved, there is little hope for a world of stability and peace. This volume indicates that the democratic principles of the American Revolution are at long last being recognized as applicable to groups as well as to individuals—that the right to be free carries with it the right to be different. When this principle is not only recognized but made a way of life, the "democracy" for which the war was fought will be much more a reality and less a vague ideal.

Other contributors are: Karl N. Llewellyn, Columbia University; Eduard C. Lindeman, New York School of Social Work; Joseph S. Roucek, Hofstra College; Edmund de S. Brunner, Teachers College, Columbia University; I. L. Kandel, Teachers College, Columbia University; Robert S. Lynd, Columbia University; James P. Gifford, assistant to the dean of the Law School, Columbia University; Mark Starr, International Ladies' Garment Workers Union; Bishop H. St. George Tucker; the Rev. John LaFarge, editor, "America"; and Donald R. Young, Social Science Research Council.

EVERETT R. CLINCHY
National Conference of Christians and Jews, Inc.

PSYCHOANALYTIC THERAPY, by Franz Alexander, M.D., and Thomas Morton French, M.D. Ronald Press. $5.

THE AUTHORS BASE THE CONCLUsions in this book on a seven-year period of study and research by the members of the staff at the Chicago Institute for Psychoanalysis. They used 292 institute cases and almost as many private patients. The first part of the book discusses psychoanalytic theory, previous techniques, and the need for less time consuming and less rigid methods of treatment; the concluding part describes the development and use of these new techniques in various types of cases.

Starting with the hypothesis: "Every neurosis and every psychosis represents *a failure of the ego in performing its function of securing adequate gratification for subjective needs under the existing external conditions,*" the authors discuss the scope, function and goals of psychiatry. They look for the etiology of neurosis not only in the years of infancy but at any stage in life when the individual became set against growing up. They write that "conflicting standards contribute more than anything else to the emotional insecurity which is the most common basis of neurotic disturbance" and that "the conflict between help-seeking dependence and self-assertive rivalry has been found to be the nuclear conflict" in many different neurotic conditions.

Throughout the book the necessity for a careful plan and for flexibility in adapting all known methods of treatment to the need of the patient at the moment is stressed. "The traditional psychoanalytic method of daily interviews, continued over months or years, is only one of the possible technical procedures and is not necessarily the most economical, the most penetrating, or the most effective technique in every case." The authors suggest "using not only the method of free association but interviews of a more direct character . . . and making use of real-life experiences as an integral part of the therapy."

The therapeutic result comes from the patient's reliving and mastering under less difficult circumstances situations similar to those under which he became ill. Only when he has done this is he well enough to recall the previously disturbing events.

Some will question whether this is psychoanalysis. The authors say, "If one defines psychoanalysis by more essential criteria as any therapy *based on psychodynamic principles* which attempts to bring the patient into *a more satisfactory adjustment to his environment* and to assist *the harmonious development of his capacities,* then all forms of therapy, however flexible, having this basis and this goal, may be considered psychoanalytic."

The book represents a most important contribution and advance in psychiatry. It will be read and discussed by all interested in the field.

A. LOUISE BRUSH, M.D.
New York City.

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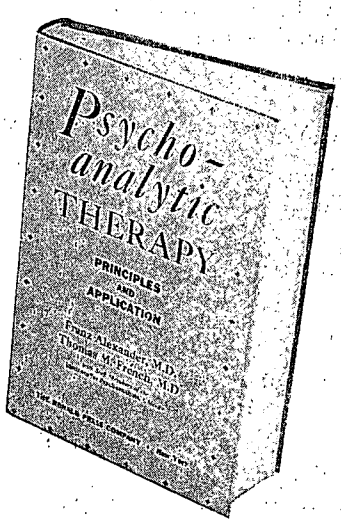

By

Franz Alexander, M.D.

and

Thomas M. French, M.D.

with Staff Members of the

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RECOGNIZING the need for a more flexible method of applying therapeutic principles of psychoanalysis—a method which would be shorter, less costly and, consequently, *more accessible* to the great many people in need of help—the Chicago *Institute for Psychoanalysis* devoted 7 years to the problem. Here, in PSYCHOANALYTIC THERAPY, are the successful results—based on nearly 600 cases.

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Drawing on the accumulated knowledge in the field of mental illness, the authors use generalizations and principles, tested by extended experience, to develop a more economical treatment adjusted to the individual nature of the various kinds of neurotic patients, with the emphasis on obtaining a cure in as short a time as possible. In the course of the treatment "the patient is "reexposed," as *Psychosomatic Medicine* sums up the procedure, " 'under more favorable circumstances, to emotional situations which he could not handle in the past.' Through the support of the therapist, this re-exposure becomes a 'corrective emotional experience suitable to repair the traumatic influence of previous experiences.' The therapist can control the re-exposure either in the *transference relationship* in the consulting room or in the daily life of the patient . . . In the 21 illustrative cases, the therapeutic objectives were achieved in 2 to less than 100 interviews within a period of time ranging from days to eighteen months."

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WANTED: Caseworker with one or two years training. Good working conditions and appropriate salary. Family and Children's Service, Charlotte, North Carolina.

SUPERVISORS. Must have graduate training and experience. Give full details. Chapter positions in Connecticut, Maine, Massachusetts, New Jersey, New York, Rhode Island. Personnel Service, American Red Cross, North Atlantic Area, 300 Fourth Avenue, New York City.

TWO CASEWORKERS. One with two year social work graduate training with psychiatric background plus experience; one with experience and at least one year graduate training including 300 hours supervised field work. Salary ranges $185-$244 and $165-$218 with possibility for increases in 1947. Write Miss Mary Russell, Executive Director, Family Service Society, 35 North Arroyo Parkway, Pasadena 1, California.

WANTED—Trained case workers and working supervisor. Agency is expanding its family and child welfare services. Good supervision and adequate salary based on training and experience. Transportation paid to San Francisco. Write Catholic Social Service, 995 Market Street, San Francisco 3.

WANTED IMMEDIATELY: Administrative Assistant to Founder and President of Nationally known Club and Camp for under-privileged boys located in New England. Professional training and experience with boys essential. Must be familiar with group work techniques. Fine opportunity for young man of enthusiasm to progress with a unique organization. IMMEDIATE INTERVIEW. STATE EXPERIENCE AND REMUNERATION. 8400 Survey.

SITUATIONS WANTED

CHILD CARE—KEY STAFF of four people (2 couples) wishing to make a change; advocating the practical and progressive approach in the treatment of children. Specializing in following areas: General supervision of daily program, social and cultural activities, physical education and general recreational programs, and household management. 8443 Survey.

HOSPITAL SUPERVISORY OR ADMINISTRATIVE POSITION desired by woman, 32, with medical social work training, 8 years social work experience including 3 years supervisory and administrative experience. Minimum salary $300. 8444 Survey.

EMPLOYMENT AGENCIES

CAREER OPPORTUNITIES

For applicants trained in Social Service, Community Problems, Research, psychological testing and allied fields. Interviews by appointment.

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GERTRUDE R. STEIN, INC. AGENCY, 64 West 48th Street, New York. Wisc. 7-4961. A professional bureau specializing in fund-raising, group work, institutional, casework and medical social work positions.

Directory of Social Organizations (cont.)

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Arlien Johnson, President, Los Angeles, Calif.; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting and issues a quarterly Bulletin. Proceedings are sent free of charge to all members upon payment of a membership fee of $5. 74th Annual Meeting, April 12-19, 1947, San Francisco, Calif.

Religious Organizations

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The inter-denominational home mission body of 23 denominations. Executive Secretaries, Edith E. Lowry, Mark A. Dawber; Migrant Supervisors: Western, Mrs. F. E. Shotwell, 3330 West Adams Blvd., Los Angeles, Calif.; Mid-Western, The Rev. Ellis Marshburn, 203 North Wabash Ave., Chicago, Ill.

NATIONAL JEWISH WELFARE BOARD, 145 East 32 Street, New York 16, N. Y. Frank L. Weil, President; Joseph H. Cohen, Treasurer; Joseph Rosenzweig, Secretary; Louis Kraft, Executive Director. A national agency serving as National Association of Jewish Community Centers, YMHAs, etc., and providing welfare, religious and social activities for soldiers and sailors and other members of armed forces. A member of the United Service Organizations.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF JEWISH WOMEN, 1819 Broadway, New York 23, N. Y. FIFTY YEARS' SERVICE TO FAITH AND HUMANITY. SERVICE TO FOREIGN BORN—Immigrant aid, port and dock work, naturalization aid, Americanization classes, location of relatives in war-separated families. SOCIAL WELFARE AND WAR ACTIVITIES—Council houses and clubs, nurseries, clinics; scholarships, camps, teenage canteens; work with handicapped. Participation in national wartime programs through educational projects and community activities. EDUCATION DIVISION—Contemporary Jewish affairs, international relations and peace, social legislation. Study groups under national direction keep Jewish women throughout country alert to vital current issues. 215 Senior Sections in United States. 100 Junior and Councilette Sections. 65,000 members.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Ave., New York City; 1187 local Associations federated for Christian leadership and citizenship training among young men and boys.

Social Work Personnel

SOCIAL WORK VOCATIONAL BUREAU, 122 East 22nd Street, New York City. National placement and counseling service in case work fields. Membership organization for social workers and agencies. No placement fee. Louise C. Odencrantz, Director.

This DIRECTORY appears in Survey Midmonthly twelve times a year. Rates are 30 cents a line (actual) per insertion. For information contact the Advertising Department.

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DIRECTORY OF SOCIAL ORGANIZATIONS

American Red Cross

THE AMERICAN NATIONAL RED CROSS —Administered through national headquarters in Washington, D. C., and five area offices in New York, N. Y., Alexandria, Va., Atlanta, Ga., St. Louis, Mo., San Francisco, Calif. There are 3,757 local chapters organized mostly on a county basis. Services of the Red Cross are: Services to the Armed Forces, Services to Veterans, Relief to Prisoners of War, Blood Donor Service, Disaster Relief and Civilian War Aid, Office of the Medical Director, Nursing Service, Nutrition Service, First Aid, Water Safety and Accident Prevention, Volunteer Special Services, American Junior Red Cross, and Foreign War Relief.

Blind

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization conducting research and field service. Library. Mechanical appliances for the blind. William Ziegler, Jr., President; Robert B. Irwin, Executive Director.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC., 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

Family Living

ASSOCIATION FOR FAMILY LIVING, The. Resource in child guidance, marriage, and family relations. Speakers, counseling, library and materials in youth and parent education. 209 S. State St., Chicago.

THE AMERICAN INSTITUTE OF FAMILY RELATIONS (in. 1930), directed by Paul Popenoe. Public education, personal service, research. Write for list of publications. 607 S. Hill St., Los Angeles, Calif.

Foundation

RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—Shelby M. Harrison, General Director, 130 E. 22nd St., New York 10. Departments: Arts and Social Work, Charity Organization, Consumer Credit Studies, Industrial Studies, Library, Social Work Interpretation, Social Work Year Book; Statistics, Studies in the Professions. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

Industrial Democracy

LEAGUE FOR INDUSTRIAL DEMOCRACY —Promotes a better understanding of problems of democracy in industry through its pamphlets, research and lecture services and organization of college and city groups. Executive Director, Harry W. Laidler, 112 East 19th Street, New York 3, N. Y.

Racial Adjustment

NATIONAL URBAN LEAGUE with 54 branches seeks to improve living and working conditions among Negroes. Conducts surveys and research as basis for its services. During war and post-war period specializes in securing full use of Negro manpower in production and reconversion. Publishes "Opportunity," Journal of Negro Life, and other special bulletins on interracial and community problems. Provides fellowships in Social Work and Labor Relations. Gifts solicited. 1133 Broadway, New York 10.

TUSKEGEE INSTITUTE, since 1881, has followed a program of service in offering practical training for Negro youth and in promotion of interracial good will. Maintains Department of Records and Research for compiling and releasing pertinent information on race relations and Negro progress. Published material available. F. D. Patterson, President, Tuskegee Institute, Alabama.

Child Welfare

BERKSHIRE INDUSTRIAL FARM, Canaan, New York. A national, non-denominational farm school for problem boys. Boys between 12 and 14 received through private surrender or court commitment. Supported by agreed payments from parents or other responsible persons, in addition to voluntary contributions. For further information address Mr. Byron D. Paddon, Superintendent, or the New York Office at 101 Park Ave. Tel.: Lex. 2-3147.

BOYS' ATHLETIC LEAGUE, INC., 70 Fifth Avenue, New York 11, N. Y. Coordinates the athletic work of 100 Boys' Clubs, Settlement Houses and Community Centres in Greater New York. Gustavus T. Kirby, Honorary President; Judge Raphael P. Koenig, President; Robert E. McCormick, Treasurer; Willard L. Kauth, Director. Sponsors the Benjamin Harrison Recreation Center, 657 Tenth Avenue, the Theodore Roosevelt Recreation Center, 698 Tenth Avenue, The Lincoln Recreation Center, 235 West 113 Street, The Tot Lot, 422 West 49th Street, Camp Sebago, Camp Wakonda and Camp Orenda in the Interstate Park.

BOYS CLUB OF AMERICA, INC., 381 Fourth Avenue, N.Y.C.—David W. Armstrong, Exec. Dir. A national organization. Serves member Clubs in programs, activities, methods, financing. Organizes new Clubs. BoysCluBs prepare boys for responsibilities of citizenship. Activities include recreation, physical and health training, vocational training and guidance, and character building under leadership. Work with boys from low income areas.

BOY SCOUTS OF AMERICA, 2 Park Ave., N.Y.C. Inc. in 1910 & chartered by Congress in 1916 to develop character in boys & train them in citizenship. Programs: Cubbing, boys 9-11; Scouting, 12 and older; Senior Scouting, 15 years and older, available locally through sponsorship by schools, churches, fraternal orders, civic groups, etc. Walter W. Head Pres., Dr. Elbert K. Fretwell, Chief Scout Executive.

CAMP FIRE GIRLS, INC., 88 Lexington Ave., New York City 16. Dr. Bernice Baxter, President; Miss Martha F. Allen, National Executive. Founded by a group of educators; incorporated 1912. Oldest national organization in America serving girls, provides health and character building program, with emphasis on home skills. Age groups served are Blue Birds (7-9 years), Camp Fire Girls (10 through junior high school age), and Horizon Clubbers (senior high through junior college).

CHILD WELFARE LEAGUE OF AMERICA —130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worthwhile results in phase of child welfare in which they are interested.

NATIONAL CONFERENCE OF JUVENILE AGENCIES—Devoted to improving methods of care and rehabilitation of delinquent, dependent and neglected children and prevention and treatment of juvenile delinquency. Annual meeting, "The Proceedings," sent to members. Fee $3.00. Established 1903. Executive Secretary, E. L. Johnstone, Woodbine, New Jersey.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN AND ADULTS, INC., Chicago, Illinois. E. W. Palmer, Kingsport, Tenn., President; Lawrence J. Linck, Executive Director. Promotes organization of national, state, provincial and local societies in behalf of the handicapped. Renders professional field consultation services. Assists in drafting and securing the passage of legislation in behalf of cripples. Maintains a Bureau of Information with loan library service. Conducts yearly an Easter Crippled Children Seal Campaign. Bulletins, "The Crippled Child" magazine, bimonthly, $1 a year.

Health

AMERICAN HEARING SOCIETY — 1537 35th Street, N.W., Washington 7, D. C. A national organization devoted to prevention of deafness, conservation of hearing and rehabilitation of the hard of hearing. Monthly publication, HEARING NEWS, $2.00 a year. Literature for sale. Information given concerning problems of the hard of hearing. Field Service. C. Stewart Nash, M.D., president; Harry P. Wareham, Executive Vice President.

NATIONAL JEWISH HOSPITAL AT DENVER, 3800 East Colfax Ave., Denver, Colorado. Samuel Schaefer, Executive Director, Allan Hurst, M.D., Medical Director. Free, non-sectarian for needy tuberculous adults and children. (Kosher dietary.) Maintains children's service. Medical, educational, vocational, occupational, psychological, psychiatric and social services. H. J. Corper, M.D., Research Director; Mrs. Ruth Axelrad, director of Social Service and Vocational Therapy. New York area: 19 West 44th St., Herman Sanders, director; applications to Mrs. Erna L. Lindebaum, director of Social Service. Philadelphia area: 1831 Chestnut St., Harold Greenspun, director. Chicago area: 30 North La Salle St., Louis Freed, director. Los Angeles area: 810 So. Spring St., Albert J. Silverman, director. Other applications through local Jewish Federation and Welfare Funds or direct to Hospital.

NATIONAL TUBERCULOSIS ASSOCIATION—1790 Broadway at 58th St., New York. Dr. Kendall Emerson, managing director. Pamphlets of methods and programs for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

PLANNED PARENTHOOD FEDERATION OF AMERICA, INC. (formerly Birth Control Federation of America)—A clearing house cooperating with social workers in referring mothers to medically directed birth control clinics in 42 states, including 20 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City. WIckersham 2-860. Honorary Chairman, Margaret Sanger. President, The Rev. Cornelius P. Trowbridge; Associate Medical Director, Eva F. Dodge, M.D.

THE RESEARCH COUNCIL ON PROBLEMS OF ALCOHOL, 60 East 42nd St., New York 17, N. Y. An associated society of The American Association for the Advancement of Science. Its aim is to help bring about, through research and education, a continuous reduction in alcoholism and the alcoholic psychoses, accidents, inefficiency, and various states of ill health associated with the excessive use of alcohol. Members pay five dollars per year or more.

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Penology

THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities:—Collects information about correctional institutions and works to improve correctional methods and standards. Aids released prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Austin H. MacCormack, Exec. Dir.

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